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SURVEY OF OHIO LIBRARIES AND STATE LIBRARY SERVICES. A REPORT TO THE STATE LIBRARY BOARD.

BY- BLASINGAME, RALPH AND OTHERS
OHIO STATE LIBRARY BOARD, COLUMBUS

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DESCRIPTORS- *PUBLIC LIBRARIES, *LIBRARY SURVEYS, *STATE LIBRARIES, *PROGRAM DEVELOPMENT, *LIBRARY SERVICES, IMPROVEMENT PROGRAMS, FINANCIAL SUPPORT, PROGRAM COORDINATION, LIBRARY PROGRAMS, LIBRARY COOPERATION, DECENTRALIZED LIBRARY SYSTEM, CENTRALIZATION, REGIONAL PLANNING, OHIO,

USING INFORMATION FROM 5 COMMISSIONED STUDIES ON VARIOUS ASPECTS OF OHIO LIBRARIES (SUMMARIZED IN THIS REPORT), QUESTIONNAIRES, AND FIELD VISITS, THIS SURVEY IS INTENDED TO SERVE AS A BEGINNING FOR CONTINUOUS PLANNING AND TO PROVIDE A GENERAL FRAMEWORK FOR STATE-WIDE ACTION PROGRAMS. PROBLEM AREAS FOR OHIO PUBLIC LIBRARIES ARE SEEN AS--FINANCIAL SUPPORT THAT COMES FROM COUNTY BY COUNTY ALLOCATION OF THE INTANGIBLES TAX, COMPLACENCY AMONG MANY LIBRARIANS, PUBLIC LIBRARY BOARDS APPOINTED BY SCHOOL BOARDS, A STATE LIBRARY THAT IS ORIENTED TO RURAL AREAS AND HAS AN UNCLEAR RELATIONSHIP WITH STATE GOVERNMENT, AND A LACK OF COMMUNICATION IN MANY AREAS OF OHIO LIBRARY SERVICE. SPECIFIC RECOMMENDATIONS FOR THE STATE LIBRARY INCLUDE--IMPROVEMENT OF ITS COLLECTIONS AND STAFF TO PROVIDE QUALITY REFERENCE SERVICE, EXPANSION OF THE UNION CATALOG TO BECOME A BIBLIOGRAPHIC CENTER FOR THE STATE, ELIMINATION OF DIRECT CIRCULATION AND TRAVELING LIBRARY SERVICES, AND PROVISION OF CENTRALIZED PROCESSING SERVICES FOR PUBLIC LIBRARIES. GENERAL RECOMMENDATIONS EMPHASIZE THE REGIONAL APPROACH FOR ORGANIZATION OF SERVICE, AND THRE MAJOR AREAS OF FURTHER LIBRARY DEVELOPMENT ARE SUGGESTED IN THE FOLLOWING ORDER OF PRIORITY--(1) ENLARGEMENT AND CLARIFICATION OF THE ROLE OF THE OHIO STATE LIBRARY, (2) DEVELOPMENT AND IMPLEMENTATION OF PROGRAMS OF EQUALIZATION OF LIBRARY SERVICES FOR ALL RESIDENTS, AND (3) DEVELOPMENT OF PLANS TO RELATE THE MAJOR RESOURCES OF THE CITY LIBRARIES TO STATE-WIDE NEEDS. A RELATED DOCUMENT IS LI 000 569, AN APPENDIX TO THIS SURVEY, GIVING THE QUESTIONNAIRES USED AND THE STATISTICAL RESULTS. (JB)

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A report to the State Library Board
by Ralph Blasingame

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AND

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Ralph Blasingame

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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Assisted by

James F. Renard
and
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Columbus
The State Library of Ohio
1968

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February 21, 1968

Mr. Joseph E. Hurst, President
State Library Board
State Library of Ohio
Columbus, Ohio 43215

Dear Mr. Hurst:

I am pleased to submit herewith my report on the Survey of Ohio Libraries and State Library Services. The study has been a most interesting one for me and my associates. I wish to thank you and the other members of the Board for the freedom which you have given to all of us involved in this work. I also wish to express my thanks for the assistance given to us by Mr. Joseph Shubert, Miss Ruth Hess, Mrs. Faith Stoughton and many other members of the State Library staff.

It may be useful to stress in this letter that I regard this report as the beginning of a planning process rather than as a complete blueprint for public library development in Ohio which might be put into effect whole and go relatively unchanged for many years. If the report stimulates boards of trustees, librarians and others interested in library development to active and wide-spread discussion of its substance it will have served its purpose. In fact, I should prefer that to having my recommendations followed slavishly without drawing comment and constructive criticism.

Sincerely,

Ralph Blasingame

RB/pr

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This study has been carried out under a contract with the Ohio State Library Board. The members of the Board, the State Librarian and various other members of the State Library staff have all been most helpful. The assistance of all these people has been freely given and invaluable.

At the invitation of the Board, a Survey Advisory Committee composed of distinguished Ohioans met with the study director four times during the course of the work. The comments of the Committee members have also been very helpful. Their willingness to devote time and thought to the project is deeply appreciated.

The Ohio Library Association Library Development Committee assisted in a number of ways. The backing of this group lent weight to the various requests made of librarians and trustees for information by persons performing special studies. Comments of members of this Committee have also been valuable. The names of the persons who served on these committees are listed following this acknowledgement.

The final report is based upon the study director's personal review of existing data, returns from special questionnaires, and impressions gathered on field trips. All mistakes and omissions are his. However, this study was conceived from the beginning as the work of several specialists. Five special studies, consequently, were commissioned and much of the information and many of the recommendations in this report are taken directly from those studies. They are:

Ellen Altman. "The Ohio Library Association and The Ohio Library Trustee Association". [New Brunswick, N.J., Author] 1967. 78 pages. planographed.

Kenneth E. Beasley. "Review of Ohio Library Laws and Governing Structure of Boards". 16 pages. In press.

Philip H. Ennis. "Ohio Library Manpower: A Statistical Report". 83 pages plus appendices. In press.

Nelson Associates. "The Ohio State Library: Present Operations and Future Opportunities". [New York] Nelson Associates, Inc., 1967. 46 pages and appendix. planographed.

F. William Summers. "Communications: A Survey of Ohio Libraries". [New Brunswick, N.J., Author] 1967. 71 pages. planographed.

These studies were conceived of as extended memoranda to the study director. Each has been reproduced in very limited edition and is available for study through the Ohio State Library. The study director is deeply indebted to the authors of the studies, not only for their excellent reports, but also for their willingness to share their observations and special insights. Chapters III through VII are summaries of these special studies.

Various data were supplied to the authors of the special studies as it became available. This method resulted in some duplication. In a few cases, this duplication appears in the final report because of its importance to the context of a chapter. In most cases, it has been eliminated.

Mr. James F. Renard worked as research assistant throughout the study, organizing data, seeking out appropriate literature and drafting the chapter on History. Mr. F. William Summers, State Librarian of Florida, in addition to writing the study on communications, devoted several weeks of his time to field visits and to an analysis of book collections.

Ralph Hlasingame, Director,
Survey of Ohio Libraries
and State Library Services

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and Hamilton County Library Board

Introduction

> The major domestic problems of the next generation arise from the many-faceted features of population change. . .
>
> We will have to respond to the employment problems of rapid technological change with a vast array of educational, technical, and vocational programs. We will have to improve graduate education and expand the research resources of our state. . .
>
> With rising incomes and more leisure time, our citizens will have greater opportunities for recreation, study, and travel. We will have to build upon the foundations of our present programs in these areas to encourage and accomodate participation in these and other cultural activities. . .[1]

Whether we like it or not, we live in a society which is highly industrialized and whose whole style of life has been deeply affected by massive social and economic changes brought about in a relatively short time by industrialization, urbanization, and automation.

Because these changes have been the subject of much comment and investigation, it is not necessary to do more than present some of them in brief form here.

Population changes: It is appropriate here again to quote the report just cited:

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[1] Ohio Development Department. State Regional Planning Bureau. Planning for Development: The Ohio Comprehensive Planning Program. [Columbus, 1967] p. 3.

> It is estimated that our present population of 10,600,000 people will swell to nearly 18,000,000 by the year 2000 . . . an increase of nearly seventy percent. The staggering magnitude of this growth in population is realized when we recall that the first 142 years of statehood were required to accumulate a population of about 7,500,000, little more than the population increase projected for the next 35 years.[2]

Not only have we experienced a very great increase in the rate at which the population is growing, but also we are experiencing other major changes. The low birth rates of the depression years have left us with far too few persons in the age groups from which leadership for the various professions is normally drawn. At the same time, the percentage of older persons has risen sharply.

Families migrated in great numbers for a period of about fifty years into the great urban centers in order to be near the centers of production. Now, many families have moved from those centers to the suburbs. Traditionally, we have thought of the suburbs as feeding persons into the urban centers. Increasingly, the pattern is now changing so that wage-earners live in one "suburb" and work in another; we are developing a new form of "multi-centered city" less dependent on the few very large urban centers than was formerly the case. Meanwhile, a large number of persons who have not participated in the affluent society and who consequently are not highly literate, technically skilled, or otherwise suited to ready assimilation have moved into the central cities.

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[2]Loc. cit.

Occupational Changes: The influence of industrialization and the mechanization (now automation) of production of goods flowing from industrialization have brought, and are bringing, major changes to our occupations. In Ohio both the development of industry in and near the urban centers and the revolution in agriculture have radically reduced the number of positions available to unskilled persons. Even among skilled persons, technological change and economic shifts have created problems of obsolescence of skill and, thus, at least temporary hardship. The efforts to make advanced training or retraining facilities available have been less than adequate in many cases.

Demand for persons having received graduate degrees has mushroomed; the supply of such persons has not kept pace. As individual productivity has increased, the work week for many persons, whose preparation often does not require extensive education, has been shortened. It is possible that these opposite forces may soon make it seem undesirable for the individual to carry his education forward unless he can foresee more or less immediate reward.

Educational Changes: In 1965, the average educational level of the person in our working force exceeded 12 years for the first time.[3] This evidence of the trend to educate large numbers of people to a relatively high degree, compared with past conditions, suggests other trends. A vastly increased number of persons are involved

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[3]Speech by Dr. Seymour Wolfbein, Economist, U. S. Department of Labor.

in formal and informal programs of education, from pre-school to highly specialized programs of advanced study in educational institutions on the one hand to in-service programs in industry on the other. Altogether, the emphasis has recently been on independent study, whatever the context. The recent rapid growth of community colleges and the trend toward commuting students, as distinguished from students in residence, in those and four-year colleges suggests the need for a wide-spread network of libraries and other study facilities. Compression of the curriculum, so that subjects once taught only in college are now found in many high school curricula, and the addition of subjects once labelled "exotic" suggest increasing attention to education and to speeding up and broadening in the process.

Changes in Information and Knowledge: The publication in 1962 of Fritz Machlup's The Production and Distribution of Knowledge in the United States (Princeton University Press) stands as a landmark in the developing information industry. There are many complex aspects to this industry. However, the facets of it which concern us in this study are those related to the prodigious increase of research in terms of dollars spent, information produced, proliferation of subject specialities and sub-specialties, sites at which research is performed and governmental participation in and potential gain from the processes. Government has, aside from its sponsorship of research and the creation of universities and other research centers, two main responsibilities with respect to this

evolving information industry. First, it is responsible for insuring the development of the information industry itself if the new information-based industries are to develop within the state. Information must be harnessed and put to work if any state is to maintain a healthy atmosphere for the business and industry of the future. Second, state government has a responsibility to provide the channels through which applicable information may flow to and through social institutions so as to ameliorate the effects of some of the other areas of change suggested here. That is, the state government has a responsibility toward the social exploitation of the results of research.

Communication Changes: We live in a multi-media age, though one may disagree that we have gone so far that the medium really is the massage. The dominant media for the dissemination of everyday information (the press, television, radio, for example) are oriented toward presenting messages useful to one or another sponsor. This is not to suggest that news is falsified; it is to suggest that much of the newspaper space, of the television screen time and of the "ear time" of both television and radio are devoted to advertising and the promotion of one or another set of ideas and attitudes. While one thinks of these media as having certain educational effects (real or potential) it is nonetheless true that only educational institutions (including libraries) are organized so as to permit the recipient of information and knowledge both to decide what it is he wishes to know about and to make his own mistakes and discoveries as he attempts to gain some kind of control over the

subjects he elects to explore. Thus, while we may think that the mass media, paperback books, book clubs and bookstores are supplying both massive amounts of information and multiple opportunities to have access to information, still these are all supplier-oriented. The user-oriented information sources are virtually all either publicly supported through taxes or privately endowed. This mediating influence in a data-rich civilization may provide much of the rationale for the continued and increased support of libraries, museums and other similar institutions in the future.

Urbanization: The urban-industrial society has given rise to many institutions designed either to produce or disseminate knowledge. Among the earliest of these institutions to emerge in the great urban centers were the predecessors of the public library. These subscription libraries were established for a variety of reasons, among them, to provide opportunities for artisans and mechanics to pool their resources in order to require a store of books useful to them. From these institutions emerged the concept of the publicly supported free library. The rapid increase in free public libraries follows the sharp upturn in urbanization of the middle of the 19th century. Ohio's public library history generally parallels that of the United States.

The great urban centers did not show any even development of libraries, free public or otherwise. For example, the Boston Public Library was established over 100 years ago and has been relatively well supported for long periods of time. Philadelphia's

Free Library was established less than 50 years ago and was poorly supported until rather recently. Nonetheless, it was in the large city that there emerged (1) the great variety of special audiences required for the support of large library systems, and a multiplicity of separate libraries, (2) the economy which both demanded sources of knowledge and could afford to support them well, and (3) leadership for the formation of such voluntary institutions. Ohio's city public libraries also developed somewhat unevenly. However, they are generally well developed and several are quite outstanding. The central city public library has been a strong influence in the development of all public libraries and has been to some degree influential in the development of other types of libraries. Particularly in the area of reader service development has the large city library been influential.

The Prototype Public Library: Some of the outstanding characteristics of many city public libraries from the beginning have been (1) support by a single unit of government, (2) voluntary, rather than mandatory, nature of support, (3) development of "systems" with internal hierarchies and multiple service outlets, (4) lack of dependence upon state government except for permissive enabling legislation. Because of the vigor with which these characteristics have been presented to the profession, they have influenced virtually all public libraries, urban and otherwise. Many non-urban areas have not presented the conditions prerequisite to the creation and support of libraries of a quality the practitioners now feel is acceptable. This lack of variety of models or prototypes has

resulted in uneven development of library services especially between cities and rural areas. The source of funds (property taxes generally; in Ohio the local situs intangibles tax) aggravated this unevenness because of its casual relationship to need for services.

New Trends in Urbanization: Now, in the rapidly changing urban context, the middle class which has provided most of the users for the large public library and for certain other types of libraries, is being dispersed over the landscape in such a fashion that it is unlikely that we will see new concentrations of special audiences any time in the near future. At the same time, industries are in a fair number of cases being dispersed from the traditional location in or near the large urban contacts. Thus, both the population which has traditionally provided our audience and the economic base for support of large libraries are being scattered about over a large urban area. In many cases, these groups have not easily become influential in local governmental units.

The central city library (and the university and special library) are often being used by people who do not contribute in any way to their support. In other words, the need for information has by no means slacked off; indeed, it has intensified with the increasing complexity of society in all its aspects. The means of support of certain large centers of information, however, may be declining. Or, at least, there seems to be a considerable danger of such decline.

Priorities: As this study has progressed, it has appeared to the surveyor that three major areas of further library development are evident. They are here presented in the recommended order of priority:

1. Enlargement and clarification of the role of the Ohio State Library and alterations in staffing and organization to the end that it may be a strong voice in Columbus speaking on matters of importance to libraries generally. There is a traditional role for the State Library with respect to public libraries. That role should be enlarged, but concentration on that role should not obscure other potential roles. The nature and magnitude of the problems of statewide library development point strongly to the need for such an expanded and strengthened central agency. In crucial issues such as future methods of finance and development of adequate reference services, certain critical decisions must be made in Columbus. The state government must have within its own framework a source of fact and interpretation, of idea development and implementation which is respected as capable of helping to make such decisions.

2. Development and implementation of programs of equalization of opportunity for each resident of Ohio. One of the most obvious problems present in Ohio is that, despite its high average support for

public libraries, there are marked inequalities within counties as well as between areas of the state. A fundamental reason for the existence of state government is to ease such conflicts. The greater resources of the state both in sources of income and in human resources which can be tapped, as compared to local government, must be applied to problems of equalization of opportunity if the state is to retain its relevance.

3. Development of plans whereby the major resources represented by the city libraries of Ohio can be related to state-wide needs. Residents of suburbs which will not ever be the centers of the rich variety of special audiences as the cities are (though perhaps temporarily) show their need for the libraries through the use they make of them. Students at all levels from high school through college (and, in some instances, surely, through the first year of graduate study) call on these libraries. Businesses and industries often maintain special libraries which regard their role as that of locating information held in other libraries as much as buying materials for their own use. This type of use will increase as specialized businesses and industries, relying heavily on large collections, grow in number, size, and importance relative to traditional enterprises.

At the same time, the changing nature of the central city and consequent changes in the public library must be taken into account. The public library is still primarily a local responsibility. It must be adapted to its environment. The major changes suggested should be the focus of research and experimentation. Joint sponsorship of such programs by the cities and the state will be required if a body of fact is to be built up sufficient to serve as the underpinnings for meaningful services.

The order of priority above reflects the belief that a strong, articulate State Library is an absolute requirement for effective action, that equalization is an obvious problem which can be attacked by tested means and that certain aspects of the central city problems, while very important, can be immediately tied into an equalization program, but that basic adaptation to the changed environment will require long term efforts.

This study is set forth not as containing a complete program for state-wide service but rather as being a beginning for a continuous planning process, and also as providing a general framework for state-wide action programs. There are limitations inherent in the survey process; ordinarily, a survey raises as many questions as it answers. For this reason, considerable stress should be laid on the recommendations relating to improvement of information collecting and analysis methods. It

should be assumed that adequate continuous planning will require both that some general roles or outlines be followed and that frequent changes in programs may be necessary.

Another limitation of this study is that it is not a study of library finances or the method of financing libraries Ohio elected to inaugurate a generation ago. It is, rather, a study of the conditions which have resulted, in part, from those matters. At the same time, the subject of finances, both the method and the level resulting, has been of concern throughout the study.

Chapter I

Brief History of Ohio's Public Libraries

The beginnings of library service can be traced to the year 1796 when Ohio was then a territory as designated by the Ordinance of 1787. Colonel Israel Putnam, who, in order to share his family books with the nearby community of Marietta, organized a company of shareholders, each share selling for ten dollars.[1] It soon became known as the Belpre Farmers' Library and established a precedent for some 187 other "social" libraries established throughout Ohio prior to 1850.[2] The subscription or social library was a prevailing type of "public" library at the time. Libraries, with few exceptions, were as public as the schools of that day, open to anyone who could afford the subscription fees.[3]

In many settlements there was a notable lack of currency. Ames Township of nearby Athens, for example, was a community of New England homesteaders who had brought their culture with them, but not their books. A town meeting in the fall of 1803 led to the formation of the Western Library Association, better known as

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[1] Elizabeth Faries, "The History of Libraries in Ohio", Ohio Library Association Bulletin, April, 1961, Volume 31, Number 2, p. 3.

[2] Haynes McMullen, "The Use of Books in the Ohio Valley before 1850", Journal of Library History, Volume 1, Number 1, January, 1966, p. 49.

[3] Faries, op. cit., p. 3.

the Coonskin Library. It was a plan whereby subscribers contributed five to ten pelts which were taken to Boston, sold, and books purchased with the proceeds.[4]

During this period of library development, Ohio attained statehood, and the legislature, then convening in Chillicothe, accepted petitions for incorporation of libraries by passing separate acts of legislation for each petitioning library.[5] The passage of these special laws incorporating libraries became so burdensome to the legislature that in 1817 a general law was passed providing for the incorporation of libraries. The number of attempts to establish libraries in these early years is indicative of the general interest in culture and self-improvement on the part of these Ohio pioneers.[6]

Another piece of legislation the General Assembly approved in 1817 was a request of Governor Thomas Worthington to establish a State Library by utilizing contingency funds voted for the Governor the previous year. At its inception, the State Library was to serve only members of the legislature and governmental officials, but, in time, the State Library was authorized by the legislature to expand its library services to the general public.[7]

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[4]Grace Goulder, "Some Early Ohio Libraries", The Serif, Kent State University, Library Quarterly, March, 1966, p. 4.

[5]Fairies, op. cit., p. 3.

[6]J. J. Burns, "Libraries and Educational Papers", Educational History of Ohio, 1905, Columbus, p. 237.

[7]C. B. Galbreath, Sketches of Ohio Libraries, Columbus, Ohio: Fred J. Heer, State Printer, 1902, p. 19.

As the population of Ohio expanded during the 1820's and '30's, two new types of libraries sprang up, both imported from the east, and each catering to a specific class of people.[8] The apprentices or mechanic library and the mercantile library had appeal to young men of lower middle class background who were learning new skills for the emerging industrial and business community. In some cases, the expenses of these libraries were born by the company or some community philanthropist, but ordinarily they were paid for by subscriptions from the workers.[9]

At the other extreme were libraries which developed out of the "lyceum era". Lyceums were associations formed for the purpose of holding discussions and hearing lectures, but in many of them libraries were established as one of the activities. Some of these lyceum associations began to conduct lecture series in order to make money for the purchase of books. Those who sponsored the lyceums and the libraries which resulted were upper middle class reflecting the values of a sound education and an appreciation for cultural activities.[10]

Basically, all the libraries up to this time were subscription libraries. They were the public libraries of their day.

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[8] McMullen, op. cit., p. 52.

[9] Elmer D. Johnson, Communication, The Scarecrow Press, Inc., 2nd ed., New York, 1960, p. 133.

[10] Faries, op. cit., p. 3-4.

but freedom of access to these libraries varied greatly. College libraries were often open to the local community, but most other collections of books could be used only by members of some kind of association who had paid some fee.[11] The passage of the School Act in 1853 marked the culmination of a long struggle for the tax-supported public school and developed a rationale for legislation that would empower a community to establish tax-supported public libraries. These first tax-supported libraries, completely subordinated to the schools, did not provide services for the out-of-school reader. Many of the subscription library collections formed the nuclei for the new public school libraries that were being organized. Finally, in 1869, legislation authorized municipalities to open and maintain free libraries and reading rooms.[12]

Just before the turn of the century two important events took place---organization of the Ohio Library Association and the extension of State Library services to the public in general. Returning from a meeting of the American Library Association at Lake Placid, New York in 1895, Mr. W. H. Brett, Director of the Cleveland Public Library, discussed the need for a state association with several colleagues who were travelling with him. An organization meeting was held Wednesday evening, February 27, 1895, at the Neil House in Columbus. The following day about thirty-five

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[11] McMullen, op. cit., p. 49.

[12] Faries, op. cit., p. 4.

librarians, representing 202 libraries[13] in existence at that time, assembled at the State Library and completed the organization of the Ohio Library Association by adopting a constitution.[14]

The other event of significance was an act of the legislature in 1896 which entitled the State Library to expand its services in order better to serve the people of Ohio. From this new encouragement developed the concept of a travelling library department in which books were loaned to borrowers outside of Columbus, thus making books readily available to rural communities and remote villages where library service did not exist. This travelling library idea was adapted by several city librarians who saw its application to the supplying of classroom collections to public and private schools and the initiation of deposit collections to outlying areas of the city.[15]

The special legislation enacted in 1898 authorizing county-wide library service was the result of the efforts of the Brumback heirs to effect their father's will that $50,000 be spent for a county library.[16] Thus the Brumback family of Van Wert created the first county library system, a precedent which the Cincinnati Public Library of Hamilton County quickly imitated. By these two

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[13]Fifty-third Annual Report of the Commissioners of the Ohio State Library to the Governor of the State of Ohio for the Year Ending November 15, 1898, The Westbote Co., State Printers, Columbus, 1899, p. 113.

[14]"Forty Years of Growth, A Brief History of the Ohio Library Association from 1895 to 1935", prepared by the Anniversary Committee, Effie Power, Chairman, Ohio Library Association Handbook, 1935, unpaged.

[15]Faries, op. cit., p. 5.

[16]Galbreath, op. cit., p. 265-266.

examples, the county library movement was stimulated in other areas of the state.[17]

Also boosting the expansion of library service in Ohio was the establishment of a law in 1906 which created within the State Library the office of Library Organizer. This position was designed to provide a professional viewpoint to those communities desiring to establish a library or improve their library service to the community.[18]

Around 1921, other events occurred which had great impact on the form of organization of Ohio's public libraries. Brahm's description follows:

> Until 1921, most public libraries in Ohio were either the association or municipal type with a few organized as school district, township, county and county district. Prior to that time, the legislature passed a 15 mill limitation on real property taxes and subdivisions which had been levying up to a mill and a half tax for libraries suddenly found themselves unable to do so. However, the right of school districts to levy outside this limitation was re-established in 1921...This caused many of the association and municipal libraries to change their form of government...[19]

The depression of 1929 caused a crisis in local and state government funding. To alleviate the taxpayers' mounting financial problems, a state constitutional amendment imposed a tax limitation of 15 mills---reduced to 10 mills in 1934---on all

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[17]Faries, op. cit., p. 5.

[18]Ibid., p. 5.

[19]Walter Brahm, "Commentary on the Library Laws of Ohio and Their Application", Library Laws of Ohio in Force January, 1960, Ohio State Library, Columbus, Ohio, 1960, p. 86.

real property. When this happened, school district libraries and all other public libraries, which had been supported by real property taxes, were virtually without financial support. As revenues fell off, many libraries were either without a budget or one that was greatly reduced. Some closed entirely; others struggled on with volunteer help or with a much reduced staff on half salary.[20]

Finally, Robert A. Taft, then State Senator, drafted and introduced to the General Assembly in 1933 a bill which was to enable the hard-hit libraries to re-open. This bill provided that any library board which would make the services of its library available to all residents of the county could submit its budget directly to the County Budget Commission. This Commission was directed to give these libraries who agreed to offer library service to anyone in the county first consideration of the monies collected from the local intangibles tax of the county.[21]

It was now possible for a community to establish a library without any cost to them because the intangibles was a county tax. Village councils and boards of education in small communities began establishing public libraries and applying to the county for funds. The number of libraries mushroomed from 197 in 1934

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[20] Loc. cit.

[21] Unpublished history of the Columbus Public Library, p. 33-34.

to 280 in 1947, a growth of 42% during this thirteen year period.[22] In 1947 the legislature was forced to take action. A bill sponsored by the Ohio Library Association provided that hereafter Ohio was to establish its public libraries on a county-wide basis. The libraries already established by cities, townships, and school districts were permitted to continue, but no taxing authority other than the county could establish new ones.[23]

Major influences on Ohio's library service during the following twenty years were the growth of the intangibles tax collections and the inauguration of the federal Library Services and Construction Act. During this period the number of libraries declined from the 1947 high of 280 to its present level of 258 libraries, largely a result of the county district library laws and, in some cases, the consolidation of school districts within a county.

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[22] 1938 Directory of Ohio Libraries and The Comparative Statistics of Public Libraries for the Years 1934, 1935, and 1936, compiled by Paul A. T. Noon, State Librarian, Ohio State Library, Columbus, Ohio, 1938, p. 13; 1948 Directory of Ohio Libraries with Cumulative Statistics for 1945, 1946, and 1947, Ohio State Library, Columbus, Ohio, 1948, p. 36.

[23] Brahm, op. cit., p. 68.

Chapter II

Present Status of Ohio Public Libraries

I. Description

This chapter consists of a review of the present status of Ohio's public libraries. Data used are contained in files of the annual Ohio Directory of Libraries, in questionnaires designed for this study and returned by about 86% of Ohio public libraries, and in notes made in field trips by various persons connected with the study. References to the Directory and other printed materials are made by numbered footnotes. Other factual material is derived from the analysis of the questionnaire, reproduced in the Appendix to this report. Responding libraries were grouped by the size of collection as follows:

Group I	Under 10,000 volumes
Group II	10,001 - 25,000 volumes
Group III	25,001 - 100,000 volumes
Group IV	100,001 - 500,000 volumes
Group V	More than 500,000 volumes

Population: Ohio's population has been estimated as of January 1, 1966, at 10,641,242, an increase of 9.6 percent over the Federal Census figure of 9,706,397 in 1960.[1] This population is expected to increase to approximately 19,000,000 in 2000.[2]

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[1] Ohio Development Department. Economic Research Division, "Population Estimates for Ohio". January 1, 1966. Columbus, 1966, p. 1.

[2] Ohio Development Department. Planning for Development; The Ohio Comprehensive Planning Program. [Columbus, 1967] p. 1.

Ohio's residents are served by 259 public libraries, a decline of eleven since 1959.[3] No resident of the state may be said to lack local public library service completely, since any library receiving funds from the intangibles tax may not legally deny service to a resident of the county. However, for reasons to be set forth later, it appears that some residents of Ohio do in fact lack public library service.

Organization of Libraries: The seven types of public libraries are enumerated in the Directory.[4] They are:

1. Association; twenty in number
2. County district; 36 in number
3. County; three in number
4. School District; 172 in number
5. Joint School District; one only
6. Municipal; 22 in number (including one newly formed)
7. Township; five in number.

The Directory further states:

> In addition to the county and county district libraries certain libraries in Ohio have been designated by the State Library Board as "county extension center libraries". (Sec. 3375.05 R. C.) These are libraries which meet certain standards established by the State Library Board and which have formally resolved to provide for extension of their services to residents who live in their county but outside their regular service area. County extension center libraries are eligible to receive state aid and other services of the State Library of Ohio in extending their services to county residents.[5]

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[3] Ohio State Library. Ohio Directory of Libraries, 1967. Columbus, 1967. p. 2.

[4] Ibid., p. 6.

[5] Ibid.

Such libraries exist in 80 of Ohio's 88 counties.

Financial Support: Ohio is unusual among the states in the main source of funds used to support public libraries. For the most part, public libraries are supported by direct levies on real property or by appropriations from general funds resulting primarily from levies on real property. As noted in the first chapter, such funds were denied to public libraries during the 1930's in Ohio and the present intangibles tax devised. This intangibles tax yielded $44,567,351 in 1966, of which $34,410,514 was distributed to public libraries. Total public library income from all sources including the intangibles tax for the same period was $41,405,738.[6] Per capita support for individual libraries varied from $.50 (Adams County) to $6.54 (Cuyahoga County).[7] The average per capita income was about $3.89, computed on the basis of the gross figures for population and public library income just cited. However, it should be pointed out that library income reached or exceeded this per capita level in only eleven counties. In a like number of counties, the average per capita income was under $1.00,[8] a figure considered to yield only "...limited or minimum service" twenty-

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[6] Ibid., p. 6.

[7] Ibid., p. 2.

[8] Ibid.

five years ago.[9] Total public library expenditure reported in 1964 was $33,041,417.[10]

It should be noted that per capita income or expenditure figures presented as county-wide averages are somewhat misleading. The county budget commission, which distributed the income from the tax, has no statutory or other external guidelines to assist it in achieving equity among several libraries in a county.

Library Staff: (Appendix, Tables 2 to 10F). Ohio's public libraries employ 4,602 persons, full or part-time. The libraries are directed by head librarians appointed, with only eighteen exceptions, by the library board of trustees. Other professional personnel (that is, not head librarians) are employed following a variety of procedures. Outside the middle-sized libraries, board participation in the process is rather common.

Forty-two libraries are operated by head librarians without professional training. While most of these libraries are small (i.e., hold fewer than 25,000 volumes), seventeen are in the 25,000-100,000 volume class. None of the responding libraries over 100,000 in size reported employing no professionally trained person. The seven largest libraries employ by far the majority of professionally trained persons.

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[9] American Library Association. Committee on Post-War Planning. "Post-War Standards for Public Libraries". Chicago, 1943. p. 55.

[10] Ohio State Library, op. cit., p. 46.

Vacancies exist for professionally trained librarians in libraries in all size categories, though by far the largest number exist in the largest libraries, as might be expected.

In only sixteen libraries of 204 responding to this question, had there been "...any new kinds of professional positions created...such as systems analyst, community relations expert, special subject reference librarian or adult education expert."

Library staff members, for the most part, have been recruited from, first, the local community and, second, from other places in Ohio. The larger the library the greater the chance that the recruiting effort for professionally trained persons has been extended to places outside Ohio. For other than professional staff members, the local community supplies virtually all the talent.

In the smallest size group (under 10,000 volumes) three libraries (out of fifteen responding to this question) did not offer any in-service training programs or other arrangements for part-time training of staff. In the largest size class (over 500,000 volumes) all eight respondents did offer in-service training or make other arrangements. The likelihood that staff will be given in-service training opportunities varies directly with size, taking all respondents into account.

In the smaller libraries, considerable stress is placed, according to the respondents, in hiring professional personnel on such factors as having specific skills for the position,

length of professional experience, and having congenial views on the library's policies and philosophy. Stress on having an advanced degree appears strongly in libraries of over 100,000 volumes and predominates in the larger organizations. In the largest libraries, holding advanced degrees and having specific skills are the most common first requirements.

Boards of Trustees: (Appendix, Tables 11A to 21). The Directory contains an explanation of the numbers of members permitted for the boards of trustees of the seven types of libraries in Ohio.[11] Responses to the questionnaire indicate that these provisions are followed with respect to actual appointments to boards and that there are relatively few vacancies on public library boards. However, the respondents indicated that attendance at board meetings is considerably less than perfect. For example, 85 libraries in Group III indicated that there are seven members permitted on their boards, that there are only three vacancies in sum, but that in only 34 cases do all board members regularly attend meetings. The respondents reported that, with rather few exceptions, board members serve, on the average, seven years. Only three respondents indicated that there was a formal limitation on tenure for board members.

In the smaller libraries, there are more women than men serving on boards; the balance shifts in the 25,001-100,000 volume category and the percentage of men rises sharply as the size

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[11] Ibid., p. 6.

of the library increases. Board members in the 40-60 age bracket account for about 60% of the total (for the respondents) while about 30% are over 60 years of age. Only ten percent are under 40. Board members are most often business executives, educators or members of other professions; few political leaders or labor or religious leaders serve in this capacity.

As to their activity in other civic affairs, the largest group (589 out of 1,352) serve on philanthropic and charitable organizations or (402) hospital, museum or other civic boards. A few (57) are on school boards and somewhat more (165) are active in political affairs in the community.

Nearly two thirds of the trustees (954 out of 1,558) were reported as wanting to expand the library's program, while most of the others (552) were reported as feeling that an adequate job is being done. There is considerable variation in this respect among the sizes of libraries. In general, the trustees are about evenly divided on the issue in the 10,001-25,000 volume group; about 2 to 1 in favor of expanding programs in the 25,001-100,000 volume group; six to one in the 100,001-500,000 group and eight to one in the largest libraries. In other words, except for the very smallest libraries, where there is also considerable desire for expansion of programs, trustees in larger libraries are more apt to perceive need for expansion of service than are trustees of the more numerous middle-sized libraries.

For the most part, chief librarians regularly attend board meetings and make up or participate in making up the agenda for

the board. The larger the library, the more apt the librarian is to make the agenda. Most boards are regarded, in comparison to other boards of their acquaintance, by the librarian, as very active (116) or somewhat active (94). Few (12) are regarded as not very active. Most boards (188) are thought of as very supportive of the librarians program policies, few (30) as somewhat supportive and almost none (4) as not very supportive. Compared to other boards in the community, library boards were regarded most often as somewhat prestigious (108); however, many (98) were regarded as very prestigious and only 16 as not very prestigious.

Systems Activities: (Appendix, Tables 22A to 25F). The responding libraries participated to widely varying degrees in cooperative library activities. In order by frequency of mention, these activities are interlibrary loan (in which virtually all report sharing), contract services to schools or outlying areas (though this is far less common than participation in interlibrary loan), centralized reference services, shared technical services, and last, special programs on literacy and basic education. It appears that the State Library is used as a source of interlibrary loan by many libraries (188) and other public libraries rank second (132). Local public schools run third (54); universities fourth (43). Other replies are so few in number as to suggest use only in very special circumstances.

Interlibrary loan is an important activity for a variety of reasons. Through it, libraries many times draw on the resources of major libraries to satisfy the information needs of specialists

or people whose access to information sources is limited. However, participation in interlibrary loan is not an indication of need or desire to develop systems of libraries in which maximum use of all resources may be realized. The responses to this section of the questionnaire indicate, first, that the smallest libraries, whose clients might benefit most if the libraries participated in systems of services of all types, were quite unlikely to have system affiliations. Second, the volume of response generally confirms that there has been no great incentive to establish systems of public libraries in Ohio. In this respect, Ohio is much like other states, though it should be pointed out that the general direction of professional thought today is toward regional and state systems.

The librarians responding to that item on the questionnaire in which they were asked to rank their cooperative activities by order of importance (the items were interlibrary loan, centralized reference service, shared technical service, contract services to schools or outlying areas and special programs on literacy or basic education) showed a remarkable consistency. Interlibrary loan was ranked as of first importance in all size classes and special programs on literacy and basic education was always ranked as of least importance, though it sometimes ranked with contract services to schools and outlying areas.

Library Policy and Planning: (Appendix, Tables 26 to 33F). Somewhat more libraries (110) have development plans than do not (98) and the larger the library the greater the possibility that

a plan exists. In the smallest size category, fewer than half of the respondents (5) reported having plans than not (11). On the other extreme, seven of the eight largest libraries have development plans.

Planning committees follow this same general pattern and the professional staff takes an increasing part in the planning process in the larger libraries as compared to the smaller ones.

Of the responding libraries, about one third (37) have had surveys of their operations as part of the planning process, while about two thirds (93) have not. Libraries of under 100,000 volumes in size show a decidedly different pattern than those over 100,000 volumes. Of the former, 79 have not had surveys; 26 have. Of the latter, 14 have not had surveys; 81 have.

Of those librarians who reported seeking advice, most indicated that they seek it only on special occasions. The State Library is most often consulted, though not by those librarians who reported seeking regular advice. Other nearby libraries have a considerable edge here. The State Library regional centers apparently are used to obtain advice regularly but by rather few librarians.

The respondents to the questionnaire showed a wide range of attitudes toward developing their programs and services. Several items, however, stand out as being worthy of special comment. Improving the quality of the collection as a whole was ranked most often as being of first importance in all size categories. In libraries up to 25,000 volumes, expanding resources to assist students and increase cooperation with schools

was ranked as of first importance next most often. From this size category upward, interest in building new or expanding library physical facilities was ranked as of first importance next to improving the collection and interest in expanding resources to assist students fell off more or less directly with increasing size of library.

Cooperation: The item "Extend or expand your library system through contracts for service to outlying areas, through federation with existing libraries and/or through administrative unification with other libraries" was ranked as of least importance more often than any other item in all size categories except the largest.

Services to Schools: (Appendix, Tables 34 to 40). Students at the secondary school level or above, according to the respondents, comprise a relatively large part of the audience for adult circulating collection. In 93 cases, students were reported as making up 25% to 50% of the users of that part of the collection and in 88 cases the estimate was 50% to 75%. A few respondents (17) reported that the percentage was less than 25% and a few (12) that it was over 75%. There is general agreement among the various size categories on this point.

As to use of the reference collection, the impression is rather different. Here, student use appears to be substantially higher, with only eight respondents estimating that student use comprises less than 25% of the total use; 47 reporting 25%-50%; 95 reporting 50%-75%; and 57 reporting 75% or over. Again, there

is general agreement among the size classes except that the librarians of larger libraries tend to estimate this use as a somewhat higher percentage of total use than do the smaller libraries.

A substantial number of libraries (94) report that they supply deposit collections to schools although somewhat more (116) do not. Relatively few very small libraries perform this service but aside from that there are no major differences in size categories. Most (175) respondents regularly supply books or other materials to teachers for classroom use; few (43) do not.

Most (181) do not operate school libraries in school buildings; few (34) do. Again, there are no major differences among size categories. Most libraries (125) reporting do not receive payment for services to schools; only a few (22) do receive payment. None of the smallest and largest libraries report receiving payment for school services; in the other three size categories there are no apparent trends or consistent differences.

A fairly large number of respondents (86) report that there is a formally adopted policy with respect to giving service to students, but more (108) report no policy. Similarly, 78 respondents report the existence of a policy with respect to relation of library to schools; more (94) do not.

Steps taken to place the board's policy about service to students or the library's relationship to the schools most commonly take the form of conversations or correspondence with school administrators (86), conversations or correspondence with school librarians (58) or with members of the school board (43).

Book Selection Policies: (Appendix, Tables 41 to 43). In view of the centrality to library operations of the materials collections (confirmed by the high rank given by this group of respondents to the earlier item on development of their collections) one would expect to find a book selection policy, including a policy on removing books from the collection, in virtually every library. In fact, fewer of the respondents (79) report the existence of book selection policies than not (133). Far fewer (34) report the existence of a policy with respect to weeding than not (172). There appear to be no particularly important differences in this regard among the size categories, except that the 25,001-100,000 volume libraries seem even less interested in these policies than others.

Most trustees, according to the respondents, either rarely, if ever, participate in book selection (96) or only occasionally make suggestions (102). Some (23) regularly participate in book selection, most of those in the smaller libraries.

Most of the respondents indicate that their library board has not adopted any written statement on censorship (175) while a few (25) have adopted a strong, explicit statement. Some (16) have adopted a policy, but not a strong one.

Growth of Collections: Despite the importance to the library of its collections of materials, there have not been developed methods of making what may be called "fine-grained" measures of collection growth. On local, state and national bases, there are many reports published which can yield a general picture

of trends in collecting. If one can stand back a considerable distance, it is possible to see a rather general pattern of increasing size in established public libraries. However, if one wishes to inspect the picture at close range, it becomes vague and indefinite.

For example, it is usually impossible to distinguish growth in titles from growth in volumes. It is thus generally not possible to relate growth of library collections to trends in publishing. One cannot tell whether the rapid growth of the publishing industry in recent years has been paralleled in library collections. It is very difficult to make an estimate of whether growth of libraries represents an increasing store of information or whether growth is merely a result of the lack of selection and weeding policies.

In spite of these problems and limitations, some evaluation of the book collections in Ohio's public libraries is necessary. Rather than use such devices as list-checking, a study of trends in funds spent for books, numbers of volumes added and other major factors was done.[12] In addition, Ennis examined national and state trends in growth of collections and librarians, using index numbers to make comparisons possible.[13]

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[12]The result was F. W. Summers "Book Resources of Ohio Public Libraries: A Study in Declining Excellence". Unpublished typescript. 31 pages.

[13]Philip H. Ennis, Ohio Library Manpower. In press. 83 pages and appendices.

That these two studies, performed independently and using different methods, both should point to certain tentative conclusions may be only coincidence. However, even if it is assumed to be such, they should lead to further continuing inquiry. For if the two studies have identified a trend correctly, library service in Ohio is, in Ennis' words, in a stage of "incipient downturn."[14] Summers' wording is stronger. "Taken as a whole, Ohio public libraries are...consuming the excellence in book resources developed in past years."[15]

What are the "facts"? Using data published by the U. S. Office of Education, Ennis calculated index numbers for absolute growth in number of librarians and volumes held by public libraries. Collection size for the libraries of the nation as a whole rises in a straight line from 1957-1963. The collection size trend in Ohio public libraries is virtually identical with that of the nation from 1957-1959, but then breaks and takes on a new and less steep character.[16] That is, growth in collections in Ohio libraries slowed down.

Similarly constructed index numbers for absolute growth in libraries and collection size in Ohio public libraries from 1957/58-1963/64 were charted. The conclusion is that the ratio of librarians to collection is declining faster in Ohio than in the nation as a whole.[17]

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[14]Ibid., p. 35.

[15]Summers, op. cit., p. 5.

[16]Ennis, op. cit., p. 36.

[17]Ibid., p. 37-39.

Summers used data, for the most part, taken from the Ohio Library Directory for the period 1957-1966. He categorized libraries in the same five size groups as are indicated in Appendix, Table I. Since libraries tend to grow in total collection size, the number of libraries in each size class changes slowly. That fact complicates the picture. However, in general, Ohio's public libraries showed fairly constant growth in number of volumes added and in total holdings up to 1959. A drop in volumes added occurred in all but the largest libraries in 1960. The pattern of general constant growth resumed in 1961-62 with the exception of the smallest (under 25,000 volumes) libraries. Growth slowed gradually and another decline appeared in 1966, in all size categories.[18]

The seven largest libraries hold approximately half of the total volumes held by all of Ohio's public libraries. The following table shows the trends in volumes added from 1962-1966.[19]

TABLE 1

VOLUMES ADDED BY THE

SEVEN LARGEST LIBRARIES

Year	Number of Volumes
1962	632,442
1963	745,151
1964	805,501
1965	760,080
1966	632,876

[18] Summers, op. cit., p. 6-7.

[19] Ibid., p. 9.

In the same period of time, expenditures for personnel in these libraries have risen as indicated in Table 2, below.[20]

TABLE 2

EXPENDITURES FOR SALARIES BY THE SEVEN LARGEST LIBRARIES

Year	Total Expenditures for Salaries
1962	9,136,909
1963	9,521,418
1964	9,948,555
1965	9,878,096
1966	11,463,844

Summers then notes that per capita circulation of materials from Ohio's libraries exceeds the national figure by 7.09 to 4.45, but that volumes per capita on the average in Ohio exceeds that of the nation's libraries by only 2.34 to 1.66. In short, in relation to frequency of use, Ohio's libraries are less well stocked than is the national average.[21]

As noted earlier, all of these calculations are in one way or another imprecise. Whether they are to be taken as meaningful is a matter of opinion. They are, however, disturbing enough to warrant further study. The conclusion that Ohio's book resources are in "incipient decline" takes on some greater reality when viewed against the background of rapidly rising salary levels and book prices.

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[20] Loc. cit.

[21] Loc. cit., p. 18.

II. Observations

Ohio has a national reputation for its outstanding city public libraries and for its high average per capita support of public libraries generally. Ohio is fortunate in several major respects: First, the number of library units, while large, is not so extreme as is found in many other states. The high average level of support has been referred to earlier. The state has certainly seven, possibly eight, rather large, strong city libraries in which typically there is a concentration of well-trained professional personnel. Many of these individuals take active part in the state and national development of thought and practice in their profession.

Sense of Need for Change: It must be reported that most of the librarians interviewed in the field visits, which covered several areas of the state, did not express any urgent sense of need for change or enlargement of the role of the Ohio State Library. At the same time, most of the librarians interviewed expressed some fear that the intangibles tax might be lost and that public libraries would not gain the same share of the public purse that they have had if they are placed in competition with other services by local governments.

There is considerable sentiment among the head librarians and persons in middle-management positions in the larger libraries and among the library school faculty that major change is needed and is, in fact, imminent whether it is planned by

librarians and board members or not. These individuals, for the most part, wish the planning for change to take place within the profession rather than by some other segment of government. It should be added that some, though by no means all, of the persons interviewed in the southeastern area of Ohio also expressed some feeling of need for general change.

Problems of Finance: The impression that the matter of financing Ohio's public libraries has been solved disintegrates very quickly as one inspects various local situations. Masked behind the generally high level of support are several major difficulties, discounting for the moment the problems inherent in all special taxes, which will be mentioned in another chapter.

The distribution of income for public library service is quite uneven. The obvious problem here is that the intangibles tax is collected and distributed on a county basis without provision for equalization among counties. Thus, the rich counties find it relatively easy to support public library services at a high level, often using substantially less than 100% of the intangibles tax for that purpose. An example is Hamilton County where 44% of the intangibles tax supplies $3.86 per capita for library services. At the other extreme is Lawrence County where 100% of the tax supplies $.57 per capita for public library services. The intangibles tax, furthermore, has been distributed in this fashion since its inception, so changing the method of distribution to remedy some of these inequities presents many problems.

The distribution of income for public library service within counties is quite uneven in many cases. The income from the special tax has been distributed on the basis of internal accomodation rather than on any formula. One senses this problem immediately in a wealthy county such as Cuyahoga, with its large city library, rapidly growing county library and several healthy suburban libraries. The problem is equally clear in the less well endowed counties, though the symptoms take different forms. In one extreme case, a school district of about 5800 persons has a local public library budget of $70,000 while the county district library about fifteen miles away, theoretically responsible for service to about 45,000 persons, operates on a budget of about $126,000. In this case, the county district library must deal with a wide range of demand for services, from an entirely rural atmosphere on the one hand to a burgeoning suburban atmosphere on the other. The consequences for internal dissatisfaction and pressures for the creation of additional units are apparent.

One thinks of the uneven distribution of income as a result of the inability of counties to pay as being localized in one or two areas of Ohio. To a considerable degree this is the case; in particular, the counties of southeastern Ohio have drawn attention as being part of Appalachia. However, there are many counties with poorly developed economies adjacent to wealthy counties. An example is Preble County where 85% of the intangibles tax yields $1.17 for public library service while neighboring

Montgomery County devotes only 62% of its intangibles tax to public library service and reaches $3.26 per capita.

Another major problem of finance for Ohio's public libraries is that the economies of the cities and suburbs are changing. In a few instances, the changes have placed strong libraries in hostile positions vis-à-vis one another. This type of situation is bound to multiply and the hostilities to increase in time as the forces of change grow.

During the field visits and inspection of annual reports, it was observed that, typically, public library expenditures lag behind library income. While it is acknowledged that it is necessary to end each fiscal year with some balance in order to avoid the charge of fiscal irresponsibility, and to avoid having to borrow money for operating funds, the balances carried by many of Ohio's public libraries seem quite large. In some cases, it is understood that funds are being accumulated to build or enlarge a building. In general, the accumulation of current income to pay for future benefits is not a sound policy for publicly financed institutions. The intangibles tax has probably tempted boards of trustees to violate this principle.

The fact that any community contributes to the income from the intangibles tax suggests that any community should be able to establish its own library and to claim a portion of the income. The fact is, as noted earlier, that the number of library units is declining, so this tendency toward fractionating of the

tax income has been resisted. Whether it can be resisted as the suburbs gain political and economic strength is an open question.[22]

Concentration on Smaller Public Libraries: The Ohio State Library's efforts in public library development have centered on the small public libraries in rural communities and counties. The reasons for this preoccupation are historical and affect virtually every state library agency in the country. However, at this time, there are very good reasons for a major reorientation of the Library's efforts. The most pressing problems of library development are in the academic institutions, the public schools, in the central city-suburb complexes and in the special subject areas. This is not to say that the small public library does not present a productive area for activity; indeed it does. However, it no longer is (if it ever was) a primary focus of library development and there are state concerns of major importance in the other areas mentioned. As the sum of information and knowledge increases, the consequences of making decisions upon inadequate or outdated information become more severe and immediate. The state responsibilities here lie in the direction of basic and higher education and in the attraction and fostering of new types of industries. The reorientation of the State Library's activities is a large-scale matter requiring fresh looks at organization, personnel and finance.

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[22] Section 3375.121 of the Revised Code was amended in 1967 to permit formation of new libraries in certain municipalities of 25,000 population or more.

Ohio State Library-Ohio Library Association Relationships: It is clear that librarians and library board members in many cases do not distinguish between the Ohio State Library and the Ohio Library Association. Historically, there has been some reason for this confusion, as will be made clear later. And there are many good reasons for the two organizations to have similar goals. There are, however, equally good and perhaps more immediate reasons for there to be clear lines of distinction drawn between the two organizations.

Perhaps the most important of these is that the State Librarian must establish and maintain his position as a member of the executive department of government if he is to gain the confidence of the administration. If it appears that his loyalties run more to the Association than to the administration's program, his effectiveness within the administration will be decreased.

On the other hand, the Ohio Library Association and the Ohio Library Trustee Association must be free to establish their own goals and programs, relying on what they define as the best professional standards and opinions. They must be free to take whatever course of action they judge to be based on the soundest precepts, whether or not any given administration accepts that course of action as its own. Only in an atmosphere in which there can be disagreement, not so much upon fundamental issues as upon methods of approaching those issues,

is there the possibility of reaching constructive solutions which strengthen both parties and which result in gains for the citizenry.

School versus Public Library Services: Of Ohio's 259 tax supported public libraries, most (172, or 67%) are operated by boards of trustees appointed by school boards. This figure, together with the responses to the questionnaires mentioned earlier, suggests both the interest of school boards with more than one aspect of education and the possibility that at least some of these 172 libraries may be in fact directing a considerable amount of their resources toward services more geared to the needs of the public schools than to the needs of the general public. It should be noted that most of these libraries are relatively small and the percentage of total funds expended by them also relatively small. However, the Cleveland Public Library, the state's largest, operates under a school district appointed board.

During the field visits it became quite clear that some libraries labeled "public" are in fact "school". In the instance of the small village library which operated on a budget of $70,000, for example, a very large portion of its efforts go toward giving books to schools. There appears that the contract does not provide for the payment of money for school services rendered. Again, the responses to the questionnaire discussed earlier point to a real lack of sense of purpose. Much service

is given directly to students and teachers; aid is supplied in the form of classroom collections and/or materials for teachers; yet fewer than half of the library boards have clear policies on these matters. The requirement that school services be paid for by contract seems to be observed rather seldom.

The next question is, what is the difference between school and public library service, and why should they not be offered from a single organization. The most current thinking in the profession of librarianship is that there are definable, reasonable differences between the two types of service and that typically when they are combined both are weak. The public library has as its objective the provision of educational, informational, and recreational materials and services for all segments of the public, including all age and interest groups. The school library is oriented toward the school curriculum and aims to supplement that curriculum. In short, it is directed toward a particular age category and toward particular interests. Further, certain materials supplied for an adult audience are extraneous to the school curriculum to the point that they should be excluded on the basis of content or treatment. The public library is, on the other hand, a source of ideas without censorship on the basis of ideas or treatment. There are, in short, certain basic differences of aim and the facts of administration are that an organization which attempts to accomplish several aims will fall short of any one of them.

Personnel: Examination of the facts concerning personnel employed in Ohio's public libraries suggests at least three problem areas. First, the smaller libraries (and, to a degree, libraries with up to 100,000 volumes) are in very many cases being directed by people who are near retirement age. If planned for, the retirement of some of these individuals affords an opportunity for amalgamation of units. Replacement for these persons, however, will be very hard to find. Second, in sum, Ohio's public libraries appear to be declining in their ability to attract personnel in the ratio to audience which they have in the past. Third, all but the largest public libraries (and even those, in some cases) are declining in their ability to attract professionally trained personnel. Other serious problems relating to the general supply of trained librarians are pointed out in the chapter on that subject in this report.

Perhaps more specifically than any other matter which might be discussed, a decline in numbers and qualifications of personnel is most disturbing for the future. Not only does such a decline point directly to a decline in quality of, or diminution in, service, or both, but also it suggests that virtually every possible leadership activity must be instituted or strengthened. Arresting such a decline is always much more difficult than increasing the personnel supply for organizations which are already drawing reasonably well.

Leadership: It is perhaps unreasonable to expect special leadership qualities to come from so amorphous a group as the public

libraries of a state. However, the public libraries of Ohio have on the average enjoyed a considerable lead over the libraries of many other states in income. For that one might have expected more than ordinary development of ideas as well as development of generally accepted services. The surveyor found evidence that few extraordinary ideas have been developed and tried out in Ohio. Despite the relatively large number of libraries with substantial total budgets, virtually no money has been expended on research and development. This is not to say that the taxpayers of Ohio have not received their money's worth; in fact they enjoy actual and potential library service of superior quality. However, to cite only one example, the serious problems of the changing city have not been regarded as opportunities for the development of services (and materials) designed to benefit the disadvantaged persons who increasingly make up the population of the cities.

While there seems to be a sense of satisfaction amounting almost to complacency in some quarters, there is also a group of forceful people in Ohio's public libraries who are on the move. The willingness to discuss problems openly and in detail with the present surveyors is indication of that motion. The selection of a relatively young State Librarian and the evidence of support for his ideas are other examples.

These signs should point to a renewal of personal and professional committment to the development of public library service in Ohio which the nation may take as an example to be

emulated. If that renewed commitment and fresh effort do not materialize, the 1960's may mark the beginning of a definite downturn in public library service in Ohio, just as the "information industry" is on the upswing. Ohio cannot afford to allow itself to get into the latter position.

Chapter III

The Ohio State Library

I. State Laws Relating to the State Library

Legal authority supporting the Ohio State Library's present range of operations is derived from three sources: (1) statutory law, (2) the biennial appropriations acts, and (3) opinions of the Ohio Attorney General.

Statutory Law: The Ohio Revised Code deals both directly and indirectly with the State Library. Laws having a direct relationship to the Library establish the State Library Board, create the Office of State Librarian, provide for the control and management of the State Library, and confer upon the State Library Board certain powers affecting the establishment of library extension service and standards of county library operation.

In 1955, the Ohio General Assembly enacted the present section of the Revised Code[1] which sets up the State Library Board as an agency separate and distinct from the State Department of Education.[2] Earlier law[3] had made the Library a division of the Department of Education under the control of a five member board of which four were gubernatorial appointees

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[1] Ohio Revised Code, Sec. 3375.01.

[2] Cf. Attorney General's Opinions, No. 6359, 1956.

[3] 1921 enactment. Cf. Stanley J. Bowers, Financing Public Library Services in Ohio. Ohio Library Trustees Association and Ohio Library Association, Columbus, Ohio, 1965, p. 4.

for eight-year terms overlapping at two-year intervals; the fifth member, the chairman, was statutory and designated as the incumbent State Director of Education, a popularly elected official. Despite the administrative separation achieved in the current law, the State Board of Education, a popularly elected body presiding over the State Education Department, is charged with the responsibility of making appointments to the five-member State Library Board. Members are appointed for overlapping terms of five years with no restriction on the number of terms served. There is no direction given in the law as to the qualifications or requirements of board members, the sole limiting prescription being that members of the Board of Education shall not appoint themselves or any person who, within twelve months prior to his appointment, was a member of the Board of Education.

In practice, the chief administrative officer of the education department has been a regular Library Board appointee. At the present time, he is the only member of the board who has not served continuously since the 1955 amendment to the law referred to above.[4]

Library board members receive no compensation, but are paid actual and necessary expenses incurred in the course of performance of their duties.

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[4]Years of service of present members range from 18 to 28 years, with the exception of the State Superintendent of Instruction who has been a member since 1966 when he was appointed to replace the retiring superintendent as a board member.

Authority to appoint and remove the State Librarian is vested in the State Library Board.[5] The State Librarian is directed to act as secretary to the board and as executive officer of the library with power to appoint and remove library employees.

The law directs the State Librarian to provide advice and information on public library organization, maintenance, and administration to librarians, library trustees, and persons interested in establishing a public library.[6] In addition, the librarian is required to assemble statistics and information on the operation of public libraries throughout the state and to include them in the State Library annual report to the State Library Board.

A further section of the code relating to this latter responsibility of the State Librarian requires the trustees of every public library in the state to transmit to the State Librarian on forms approved by the State Library Board an annual report on the activities of the library including a complete financial statement.[7]

Control and management of the State Library is the express responsibility of the State Library Board which is empowered to make and publish rules and regulations for the operation of the Library and for the use and location of books and other property belonging to the Library.[8] The Board may establish and organize

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[5]Ohio Revised Code, Sec. 3375.02.

[6]Ibid.

[7]Ohio Revised Code, Sec. 3375.35.

[8]Ohio Revised Code, Sec. 3375.04.

divisions and departments within the Library as it deems necessary.

The law described above deals only with the State Library Board's authority over the internal affairs of the State Library. Two additional statutes extend the powers of the Board both directly and indirectly to the regulation of county libraries and extension services provided by any public library.

State Library Board regulations governing the disposition of state aid to libraries specify that county libraries must be under the management of certified librarians in order to qualify for grants-in-aid. In addition, state law prohibits the employment of any person as a county librarian who is not certified for the position by the State Board of Library Examiners.[9] This five member board consists of the librarians of the two public libraries with largest circulation in the state, the State Librarian, and two persons representing rural library work appointed by the State Library Board to serve for four years. It is only through its relationship to this board that the State Library Board may legally attempt to influence standards of library service provided by county district libraries.

A more direct route to the regulation of standards is provided in that part of the law[10] giving authority to the State Library Board to approve or disapprove of extension service (branches, stations, travelling library service) offered by any

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[9] Ohio Revised Code, Sec. 3375.47.

[10] Ohio Revised Code, Sec. 3375.05.

public library to residents of any school district outside the boundaries of its own political subdivision or school district. This law appears to have been a forerunner of the 1947 attempt to encourage development of larger units of service based on the county.

Finally, three other sections of the code give the State Library a role in the preservation of the enacted and printed laws of the Ohio General Assembly,[11] of other printed legislative papers and documents,[12] and of state government publications intended for general public use.[13]

In addition to the requirement that it retain copies of the latter documents, the State Library is directed to distribute copies to the Library of Congress, the Ohio Historical Society, public and college libraries designated by the State Library Board as depositories of state documents, and to each state in exchange for similar publications of those states.

Appropriations Acts: A considerable proportion of State Library activity not expressly provided for in statutory law is implicitly authorized in the biennial appropriations acts enacted at each regular session of the Ohio General Assembly. This means that

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[11] Ohio Revised Code, Sec. 101.52.

[12] Ohio Revised Code, Sec. 101.67.

[13] Ohio Revised Code, Sec. 149.11.

a large part of the Library's program is being carried on without benefit of the foundation of regular statutes, but is resting on law which automatically expires with the two year life of the appropriations acts.

The largest single item of state origin which falls into this category is the current program of state grants-in-aid to public libraries. The 1965 appropriation acts, covering the period July 1, 1965 to June 30, 1967, provides for this purpose a sum of $277,300 for each of the two fiscal years involved. The acts do not set forth any legislative policy with regard to the disposition of these funds save to require that they be distributed "in accordance with rules and regulations established by the State Library Board, subject to the approval of the controlling board."[14]

Beyond the provision of appropriations covering operating expenses of the library,[15] the acts establish rotary[16] funds as follows:

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[14] The Appropriations Acts, 106th General Assembly of Ohio, Ted W. Brown, Secretary of State, 1965, p. 52.

[15] Ibid.

[16] Rotary accounts may be distinguished from regular budgetary appropriations derived from state general revenues. The sources of funds in rotary accounts frequently include the federal government and occasionally small incomes generated by agencies as a result of their service operations. In the case of the State Library, income from book fines and from charges made for duplication and other services flow into a rotary account established for the library. Such accounts assure to state agencies income which would otherwise be classified as general revenue and accordingly would not be available for their use short of a regular appropriation. Rotary accounts are established by the legislature in the biennial appropriations acts, or by the Controlling Board, an executive legislative committee which has authority to exercise various fiscal and budgetary powers.

351-601 Rural Services--Federal
351-602 Fines and Service Charges
351-603 Construction Grants--Federal

Two of these provisions---Rural Services and Construction Grants---imply legislative designation of the State Library as the Ohio State government agency to receive funds allocated to the state under the federal Library Service and Construction Act, Titles I, II and III. There is, in addition, tacit approval of the current State Library program of public library service (city circulation and state circulation) contained in the provision of a rotary for income from fines and service charges.[17]

Attorney General's Opinions: From time to time, opinions of the Ohio Attorney General have been sought to clarify the law pertaining to the State Library. Although formal opinions affecting the conduct and operation of the Library are dated as far back as 1927, the most recent significant ruling of this kind was made in 1956.[18] At that time, the Attorney General rendered the opinion that the State Library Board, as created by amended Sec. 3375.01 of the Revised Code,[19] was no longer a part of the State Department of Education.

In addition to formal opinions, expressions from the Attorney General in the form of letters have been obtained. In 1961, the Attorney General in a letter[20] to State Librarian Walter Brahm

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[17] The Appropriation Acts, 106th General Assembly of Ohio, Ted W. Brown, Secretary of State, 1965, p. 68.

[18] Attorney General's Opinions, No. 6359.

[19] Amended in 1955.

[20] Dated 9/11/61

said the Library has the power to set up a professional training program to increase the competence of library employees in rural areas with funds received under federal auspices and administered by the U. S. Office of Education. A second such letter[21] addressed to Miss Ruth Hess, Acting State Librarian, argued that the State Library Board has authority to receive and administer federal funds under the Library Service and Construction Act program.

II. Structure and Functions of the State Library

State Library activities are carried forth at seven locations throughout the State of Ohio. There are eight operating departments, and over 160 employees. The eight departments include the Accounting Department, the Library Consultant's Office, the Administrative Office for LSCA Projects, the City Circulation Department, the State Circulation Department, the Reference Department, the Documents Department, and the Travelling Library. The seven State Library locations include, in addition to the main State Library located on the 11th, 13th and 14th floors of the Ohio Departments building in Columbus, the Catalog Center at 1434 West Fifth Avenue in Columbus; the Napoleon Regional Library Service Center in Caldwell; the Adams-Brown Bookmobile Center located in Winchester; the Lawrence County Bookmobile Center located in Ironton; and the Meigs County Bookmobile Center located in Pomeroy.

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[21] Dated 3/23/64.

The State Librarian's Office: The State Librarian is charged with the overall direction of State Library activities, and thus bears responsibility to fulfill the purposes of the State Library. These purposes are: (1) to supply professional leadership for the improvement of public library service to all residents of the State of Ohio; (2) to provide library service to other state agencies, and to members of the legislature; and (3) to prepare annual statistical reports on service, income and expenditures of public libraries in the state. The heads of the eight operating departments described below each report directly to the State Librarian.

The Accounting Department and the Catalog Center: The head of the accounting department, with the official title of State Library fiscal officer, supervises the State Library's business office activities, performed in the main State Library headquarters, and the catalog center located about five miles away on West Fifth Avenue.

Accounting: The accounting department, which employs nine persons in addition to the accounting department head, handles the income and expense accounting of the State Library, and orders books for the State Library and for its purchasing and processing clients. Funds received from federal, state and local sources are disbursed for the State Library's own activities, and for public libraries throughout the state. A fuller description of State Library financial activities is given in a later section of this chapter.

Catalog Center: The State Library catalog center is composed of three parts: union catalog, the catalog department, and the physical processing unit.

Union Catalog: The union catalog, in operation since the late 1930's, is a card catalog of author entries only of the adult non-fiction holdings of 28 public libraries, two special libraries, and one college library, all in Ohio. A list of union catalog card contributors is presented below:

Public Libraries

Akron
Ashtabula
Bexley
Cadiz
Canton
Cincinnati
Cleveland
Columbus
Cuyahoga County
Dayton
East Cleveland
Elyria
Grandview
Hamilton
Lakewood
Lima
Lorain
Mansfield
Massillon
Maumee
Middleton
New Philadelphia
The State Library
Toledo
Warren
Wooster
Xenia
Youngstown

Special Libraries

Columbus Gallery of Fine Arts

Cincinnati Historical Society

College Libraries

Josephinum

The total number of author cards contained in the union catalog as of February 1967 was approximately three million. Each author card carries a listing of holding libraries; as many as four or five holding libraries may be reported to a requesting client. A staff of three persons is assigned full-time to the work of

the union catalog, and one member of the cataloging department, a professional librarian, devotes part-time to supervision of union catalog activities. The union catalog provides a holdings information service available to any library. Virtually all of the card contributors to the union catalog are public libraries and, accordingly, almost all users of the service are also public libraries.

With the recent addition of the Cuyahoga County Public Library, all of the largest public libraries in the state are represented. Requests for lookup are transmitted to the catalog in several ways. Many are referred for lookup by the state circulation department when they have been found impossible to fill from the State Library collections. If the title is found, the catalog staff returns the holdings information to the state circulation department, which in turn advises the requesting library where the material may be obtained. Other requests are made directly to the catalog by long distance telephone call. The city circulation and reference departments at the State Library also request holdings information from the union catalog when necessary, but the volume of such requests is small compared to the volume of requests received from state circulation and by long distance telephone from requesting libraries. The few mail requests sent directly to the union catalog (instead of to state circulation) from requesting libraries outside Columbus are treated in the same manner as long distance telephone requests. An effort is

made to distribute the interloan load evenly among large public libraries in Ohio. The Cleveland Public Library and the Cincinnati and Hamilton County Public Library are usually indicated as holding libraries only if no other libraries hold the work. Of 8,575 requests transmitted to the union catalog in 1966, 6,191 or 72.2% were located.

Cataloging: The cataloging department comprises a staff of four full-time professional catalogers whose responsibilities are divided by type of library served. One cataloger is responsible for school libraries, a second for college libraries, a third for public libraries, and the fourth for the State Library's own cataloging.

Physical Processing of Library Materials: The physical processing unit is responsible for the preparation of the State Library's own acquisitions, and for books ordered by other Ohio libraries. The unit employs over 30 persons and in 1966 processed more than 135,000 volumes. In terms of numbers of persons employed, the physical processing unit is the largest single activity of the State Library.

A variety of services is offered to any library in the state including purchasing, purchasing with standardized processing, and purchasing with customized cataloging and processing. In the past, the State Library has also offered a catalog card reproduction service but in recent months the pressure of work in the processing center has necessitated discontinuing the service.

Apart from the State Library's own books, the bulk of the processing center volume has been accounted for by school libraries and by the branch campuses of Ohio University. In 1966, the physical processing unit served 13 public libraries, 33 school libraries, and six college libraries. The charge for purchasing and the standard cataloging and processing "package" is $0.75, which is the same as the maximum processing charge per volume allowed under the Title II provision of ESEA. For customized cataloging and processing, there is a predetermined list of charges ranging from $0.92 to $1.29 per volume.

The Library Consultant's Office: This office provides help on such basic problems as library administration, financing and book selection, primarily to small public libraries; assists in the recruitment of library personnel for Ohio libraries; provides in-service training opportunities for non-professional workers in Ohio libraries and administers a federally funded scholarship program for about 15 prospective librarians each year.

This unit is made up of the chief consultant, two consultants who serve specifically defined areas of the state, and one children's consultant who provides service to libraries over the entire state. The two areas of the state served by consultants are, roughly, the northeastern section comprising 64 libraries in 12 counties and the west central section comprising 23 libraries in seven counties. (Regional library service centers of the State Library are located in the northwestern and southeastern portions of the state; these are discussed in the following section on extension and LSCA activities.

In-service training programs for non-professional library personnel are organized and administered by the consultant staff in cooperation with the Ohio Library Association. Workshops given in the in-service training program are of two types. Once each summer, a general workshop one week in duration is offered on a variety of subjects, for newly appointed and relatively inexperienced library personnel. Library staff members may attend a maximum of two general sessions. After this, attendance at in-service training workshops is limited to specialized sessions which are three days in length, offered several times each summer. Both general and specialized sessions are usually held on college campuses or at public libraries in various parts of the state. Expenses areshared by the State Library and the Ohio Library Association and instruction at the sessions is given by various members of the State Library staff, including members of the consulting staff and personnel from regional library service centers, and by staff members of public libraries from throughout the state.

Librarian placement service is made available to any Ohio library through the efforts of the library consultant's staff of the State Library in Columbus. About nine trips per year are made by the chief consultant of the Ohio State Library to various library schools for recruiting purposes. The cost of transportation for the consultant is underwritten by the Ohio Library Association and her time for this purpose is contributed by the State Library. Staff members have been placed in both public and university

libraries as a result of these activities.

Administrative Office for LSCA Activities: With the passage of the Library Services Act and later the Library Services and Construction Act, the State Library Board was given the additional responsibility of formulating a state plan for the use of federal aid funds for public library service. The Administrative Office for LSCA Activities is responsible for carrying out this program.

In very recent years, beginning with fiscal 1965, federal aid funds have had a major impact upon public library service in Ohio, and upon the activities of the State Library in particular. Since the administration and the Board of the State Library are empowered to determine the use to which federal funds will be put for library service in Ohio, subject to the approval of the Controlling Bcard, the State Library occupies a pivotal position with respect to these programs.

This office performs consultant activities for public libraries throughout the state. Actually, it administers the funds which pay for the entire staff of the consultant unit with the exception of the chief consultant. The office is responsible for processing applications for LSCA Title I and Title II grants, administers LSCA programs under these titles and oversees the operation of six State Library field units supported by federal and local funds. The head of the office supervises all federal programs and State Library field units. She is the only professional librarian in this unit.

As is discussed in the section on financing, the greater preponderance of LSCA, Title I money is used to support direct State Library activities in Columbus and throughout the state. Although in fiscal 1966, 27 Title I projects were undertaken by the State Library, only six of these were grants made to libraries or groups of libraries to be directly administered by them. These were, first, to seven Stark County public libraries for developing a uniform charging system, including the cost of rental of charging machines and supplies; second, to Cleveland Public Library for a program for the functionally illiterate; third, to eight southwest Ohio public libraries and one college library to cover the cost of photocopying machines and supplies; fourth, to the Akron Public Library to establish and operate for one year a branch library at Nagadore serving Summit and Portage Counties; fifth, to Lake County for an extension (bookmobile) program; and sixth, to various libraries for purchase of ALA booklets.

There are two State Library regional centers: one at Napoleon and the other at Caldwell. Both the Napoleon and Caldwell centers include, in addition to their library service center operations, multicounty bookmobile service operations. The Napoleon center maintains a staff of four library consultants, but there are no consultants presently on the staff at the Caldwell center apart from the center director.

The purposes of the two centers are to supplement materials not available to area libraries served; to display new books for

review and selection purposes; to operate in an advisory capacity to local librarians as requested; to provide supervisory service to small libraries without trained librarians.

The Napoleon regional library center serves 33 public libraries in a ten-county area of northwestern Ohio. The ten counties of the service area are Williams, Defiance, Paulding, Van Wirt, Fulton, Henry, Putnam, Lucas, Wood, and Hancock. In addition, bookmobile service is provided to six counties: Defiance, Paulding, Fulton, Henry, Wood, and Putnam. In all, there are 129 bookmobile stops, of which 91 are community stops and 38 are school stops. About 65% of the circulation, however, is accounted for by school patrons. There are seven professional personnel at the center, including the center director, the consulting staff, and the bookmobile staff. There are 21 non-professional employees.

The Caldwell center serves 12 libraries in an eight-county area. The eight counties are Belmont, Guernsey, Monroe, Morgan, Muskingum, Noble, Perry, and Washington. Bookmobile service is provided in four counties, including Muskingum, Noble, Monroe, and Washington. There are 88 community stops and 16 school stops; about 60% of the circulation is to school patrons. The center director is the only professional librarian assigned to the center, and thereare 18 non-professional personnel.

Films are loaned to public libraries from the two regional library service centers. For this purpose, the state is divided

by a line which runs from north to south approximately down the middle of the state. All counties on the eastern side of the line are served by the Caldwell center, while all counties on the western side of the line are served by the Napoleon center. The film collection at Napoleon currently consists of 438 films, and that at Caldwell of 193 films.

The four State Library-operated bookmobile centers are the central Ohio bookmobile center located in Columbus serving seven counties; the Adams-Brown bookmobile center located in Winchester serving two counties; and the Meigs County and Lawrence County centers located in Pomeroy and Ironton, each serving one county. All of these bookmobile services are financed by a combination of federal (LSCA) funds and local funds. The services are provided by the State Library on a contract basis with local libraries; local funds for support of the operation are provided through payments of $12.00 per hour for the services of each bookmobile and its supporting personnel. The funds to meet these fees are made available to local libraries by the county budget commissions in the respective counties, and are paid from the intangibles tax.

The City Circulation Department: The city circulation department serves individuals who either telephone or come in person to the State Library. It is estimated that over 50% of those served by city circulation are employees of either state or city (Columbus) government, but any resident of the State of Ohio can register as a State Library user. In calendar year 1965 the circulation of

materials through city circulation was broken down as follows:

General	237	Travel	1,240
Philosophy	1,464	Biography	1,834
Religion	884	History	1,457
Sociology	5,965	Fiction	6.080
Philology	206	Periodicals	2,734
Science	1,378	Pamphlets	382
Useful Arts	4,426	Documents	888
Fine Arts	2,867	Play File	30
Literature	1,655		

Total 1965 Circulation: 33,727

The department head has stated that "Many people working in offices convenient to the library use us as a regular public library" and has estimated, based on the fact that 17 percent of circulation in a recent six-month period was fiction and another 7 percent was periodicals, that about one-quarter of the circulation is predominantly recreational. While it is difficult to judge accurately what proportion of total circulation was predominantly recreational in character, the volume of circulation in categories such as useful and fine arts, literature, travel, biography, as well as in fiction and popular periodicals suggests that this estimate may be conservative.

The Library is used by college and university students although there are no statistics to determine the extent of use. Total circulation in 1965 of 33,727 was down from 45,649 in 1960. Circulation increased from 1964 to 1965, but every other year in the 1961-1965 period showed a drop from the preceding year. The department employs five persons including one professional librarian, the department head.

The State Circulation Department: The state circulation department provides interlibrary loan service to all Ohio libraries and to some libraries outside the state. Reference questions are traced and answered either by book-loan service or by correspondence. Individuals as well as libraries are served by mail, although the bulk of requests are received from libraries. The department is staffed by one professional librarian, the department head, and four full-time non-professional staff members. Two shipping department clerks assist in mailing. There has been a steady increase in circulation over the past ten years. State circulation through the department for the calendar year 1965 was as follows:

General	394	Literature	2,060
Philosophy	1,374	Travel	961
Religion	877	Biography	1,988
Social Science	4,866	History	1,837
Language	267	Fiction	1,793
Science	2,378	Documents	433
Useful Arts	5,372	Pamphlets and Periodicals	417
Fine Arts	3,090	Renewals	3,524

Total 1965 Circulation: 31,331

Interlibrary loans are made from the State Library's collections in Columbus (or from either of its two regional service centers---Napoleon and Caldwell). The borrowing library is billed for postage both ways when books are mailed out and returned on interlibrary loan. Through its statewide union catalog, as previously described, the State Library is able to facilitate the filling of some interloan requests which it receives but cannot

from its own collections. Under the terms of a program begun in 1953, the State Library makes a token payment to libraries which loan more books than they borrow on interloan. A payment of $0.50 for the first book and $0.35 for each additional book in the same package is made.

Photocopies of journal articles are available to all State Library users. Through a cooperative arrangement with Ohio State University, materials which the State Library does not hold in its own collections can be copied. The cooperative project is financed with federal funds; under the terms of the agreement, the State Library pays $0.10 per page to Ohio State University for materials copied, and makes a charge of $0.05 per page to the user.

The Reference Department: The reference department offers reference service for state and city government agencies and any individuals using the library. The department employs five full-time persons, of whom one is a professional librarian. Total book stock in the Reference Room as of September 1, 1966 was approximately 11,820. The general reference collection is estimated by the library to include approximately 80% of the reference list prepared by the Enoch Pratt Free Library of Baltimore in 1966. The collection does not circulate.

Statistics for the calendar year 1965 show a total of 13,910 reference questions responded to during the year. Thirty-nine volumes were borrowed on interloan from other libraries to answer the needs of reference department users. Statistics for past years show a slow but steady increase in the use of the department.

The Documents Department: The documents department of the State Library is a depository for state and federal publications, which can be used by the departments of state government and the general public. In addition, the documents department distributes the publications of Ohio's state agencies. State law specifies that 100 copies of each publication intended for public distribution be made available to the State Library for distribution to libraries which are designated as depositories for State of Ohio documents. Some 85 libraries, in addition to the Ohio State Library itself, are depositories for publications of Ohio state agencies. Another important function served is the storing of documents for the Legislative Service Commission received under a nationwide document exchange program. Commission staff frequently refer to these reports.

The documents department collections include, in addition to federal and Ohio documents, documents of other states, serials and library literature, and periodicals. The librarian's estimate of inventory as of July 31, 1966 was as follows:

Federal Documents	330,037
Ohio Documents	55,311
Other State Documents	34,517
Serials and Library Literature	7,128
Periodicals	26,970
Total	453,963

Note: Figures for documents refer to numbers of pieces, those for serials and periodicals to bound volumes.

Total circulation of documents has remained stable at about 1,300 per year in the five-year period from 1961-1965, but the

number of documents received has increased sharply during the period. The number of state publications distributed has shown a decline, however.

The Travelling Library: The travelling library presently maintains a collection of about 180,000 volumes, made up of about 80% juvenile fiction and non-fiction, and 20% adult fiction, travel, biography and mysteries, science fiction and westerns. From this collection, bulk loans are made to county extension libraries and to the library service and bookmobile centers of the State Library. County extension libraries are libraries which agree to serve any areas within the county not otherwise served by another library. There are 80 such libraries in the 88 Ohio counties. These libraries may have a bulk loan of a maximum of 3,000 books on hand at any one time, and the length of loan for each book is one year with optional renewal for a second year. For State Library service and bookmobile centers, there is no limit on number of volumes or length of loan. In calendar year 1965 some 157,119 volumes were loaned to county extension libraries. As of September 21, 1966, the number of volumes on loan to service and bookmobile centers was 60,094. In order to qualify for bulk loans, county extension libraries must be headed by a professional librarian or a professional librarian must be at the head of the borrowing library's extension services. An extension library whose services are not headed by a professional librarian may meet the requirement, however, by contracting to be supervised by a professional staff member of the State Library or a local

public library.

The Book Collections of the State Library: With respect to the State Library's own holdings, the total collection in the main stacks is about 450,000 volumes. This includes about 12,000 volumes in the non-circulating collection and about 180,000 in the travelling library of which about 80% are juvenile materials. The State Library estimates the total collection to be about 900,000 volumes when bound periodicals and documents are included. However, since these do not circulate, there are only about 260,000 volumes which could be used for reference backstop service.

State and Federal Aid to Public Libraries Administered by the State Library: Since the first state funds were provided for Ohio public libraries in the mid-1930's, the State Library Board has been charged with distributing them. State aid is currently paid to public libraries, which appear in one or more of the following categories: First, county extension libraries, which are the only libraries eligible for basic state aid grants; second, other public libraries which meet a three-point test, described below; third, libraries which provide special services to blind readers; and fourth, libraries which lend books in excess of those they borrow on interlibrary loan.

The formula for the distribution of basic state aid grants to county extension libraries takes account both of a county's ability to support public library service, and of its willingness to do so.

The amount for each basic grant is calculated in two steps. In the first step, the maximum amount to which the county is entitled is determined. This maximum available amount for each county is determined by the amount of local situs[22] intangibles tax collected per capita in the county in the preceding year, as follows:

Local Situs Intangibles Tax Collection Per Capita	Maximum Basic Allowance
$0.00-$1.19	$6,000
1.20 - 1.49	5,000
1.50 - 2.24	4,000
2.25 - 2.94	1,600
2.95 - 3.64	1,200
3.65 and over	800

Once the maximum basic allowance is determined, the percentage of the intangibles tax collection available for library use in the county in the preceding year which was actually put to that use is taken into consideration. The county extension library is awarded that percentage of the maximum grant. Thus, to get the top grant of $6,000, a county extension library would have to be located in a county which collected, in the previous year, less than $1.19 per capita on the income from local situs intangibles, but which used 100% of the money for library support. If only 50% of the

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[22]For tax purposes, intangible property is divided into two categories---state situs and local situs. The tax on the earnings from state situs intangibles is collected by the state, and the revenue, while it is returned to the county of origin, is not available for library support. The tax on local situs intangibles is collected by the county; this revenue <u>is</u> available for public library support, at the discretion of the county budget commission.

available revenue was used to support libraries, only 50% of the maximum basic grant---in this case $3,000---will be awarded.

Public libraries which are not county extension libraries are eligible for very small state aid grants---$42.00 each---provided they meet three requirements. The requirements are that the library must: have received tax support for three years past; agree to work for increased local support and for improved standards of library service; and agree to purchase titles recommended in standard book selection aids.

Since 1960, a portion of total state aid support has been earmarked for support of library service to the blind. Two libraries, Cleveland and Cincinnati, provide this service. The original state aid appropriation for this service, made in 1960, was $39,000 calculated on the basis of $13.00 per reader for 3,000 readers. The number of readers served increased in 1965 and 1966, and LSCA Title I grants were made to bring the support back to a level of $13.00 per reader.

The fourth and final use made of state aid funds in recent years has been the program to reimburse public libraries which lend in excess of what they borrow on interlibrary loan, a program referred to earlier in this chapter. The amounts of money involved in this program have not been large to date, amounting to just over $700 annually in recent years.

In addition to state aid funds, the State Library Board is charged with the administration of LSCA Title I (service) and

Title II (construction) grants made to Ohio public libraries. In fiscal year 1966 a total of $453,392.74 in Title I grants was distributed by the State Library, $393,253.74 to individual libraries and groups of libraries for service programs, and $60,139.00 to recipients of scholarships for graduate study in library science. Title II (construction) grants amounted to $1,456,469.00 in the same period, distributed to nine Ohio public libraries.

Financial Support of State Library Activities: The activities of the State Library are supported by federal, state, and local funds. Federal funds are derived from the Library Services and Construction Act, Title I; state funds from general revenue appropriations; and local funds from payments made for services provided by the State Library on contract with local libraries and school districts.

For accounting purposes, the State Library is subdivided into eleven activites. These are State Library headquarters, catalog and processing center, union catalog, the Napoleon regional center, the Napoleon bookmobile, the Southeastern Ohio regional center, the Southeastern Ohio bookmobile, the Adams-Brown bookmobile, Central Ohio bookmobile, the Lawrence County bookmobile, and the Meigs County bookmobile. Only the first three activities---State Library headquarters, catalog and processing center, and union catalog---receive state support; the remaining eight activities are financed with federal and local funds only.

Exhibit I, on page 80, presents a summary of expenditures for State Library activities by source of funds (federal, state, local) for fiscal year 1966. The total expenditure of $1,017,953.52

was made directly for State Library activities; it does not include state or federal aid funds (discussed earlier in this chapter) which were administered by the State Library but paid to other libraries or to scholarship recipients.

Of the $1,017,953.52 total, $656,545.55 or 64.5 percent was derived from federal funds, $175,816.00 or 17.3 percent was derived from state funds, and $185,591.97 or 18.2 percent from local funds. The outstanding fact which appears in this analysis is the heavy---64.5 percent of the total---federal subsidy of the entire State Library operation in fiscal 1966. Individual activities varied widely in the degree of federal subsidy they received, from a high of 95.0 percent to a low of 28.0 percent, but even State Library headquarters activities were financed nearly fifty percent with federal funds. The bookmobile centers varied greatly in the degree of local support received; one bookmobile center derived over half of its support from local contract payments for services, while another, a newer center which was still being operated as a demonstration project, drew only 5.4 percent of its support from local sources.

TABLE 1

TOTAL EXPENDITURE OF THE OHIO STATE LIBRARY, BY SOURCE OF FUNDS: FISCAL YEAR 1966

Activity	Total Expenditure (All Sources)		Source of Funds					
			Federal (LSCA Title I)		State (General Revenue Appropriation)		Local (Contract Services)	
	Dollars	Percent	Dollars	Percent	Dollars	Percent	Dollars	Percent
State Library Headquarters[1]	360,562.91	100.0	177,800.02	49.3	152,233.84	42.2	30,529.05	8.5
Catalog and Processing Center[2]	136,148.18	100.0	87,264.22	64.1	19,462.32	14.3	29,421.64	21.6
Union Catalog	11,334.59	100.0	3,171.39	28.0	4,119.84	36.3	4,043.36	35.7
Napoleon Regional Center	117,899.88	100.0	102,291.88	86.8	-	-	15,608.00	15.2
Napoleon Bookmobile	102,564.34	100.0	46,679.09	45.5	-	-	55,885.25	54.5
Southeastern Ohio Regional Center	79,540.56	100.0	75,540.56	95.0	-	-	4,000.00	5.0
Southeastern Ohio Bookmobile	47,499.23	100.0	34,612.46	72.9	-	-	12,886.77	27.1
Adams-Brown Bookmobile	56,099.62	100.0	42,524.71	75.8	-	-	13,574.91	24.2
Central Ohio Bookmobile	45,002.42	100.0	29,347.50	65.2	-	-	15,654.92	34.8
Lawrence County Bookmobile	33,531.54	100.0	31,729.13	94.6	-	-	1,802.41	5.4
Meigs County Bookmobile	27,770.25	100.0	25,584.59	92.1	-	-	2,185.66	7.9
TOTAL (All Activities)	1,017,953.52	100.0	656,545.55	64.5	175,816.00	17.3	185,591.97	18.2

1 Includes the State Librarian's office, the library consultant's office, the administrative office for extension and LSCA activities, the city circulation, state circulation, reference, documents, and traveling library departments, and the accounting department exclusive of the catalog center.

2 Includes the cataloging department and the physical processing unit.

Chapter IV

Personnel

This chapter consists of two main parts: First, an analysis of information gathered through a questionnaire distributed to professional librarians; and, second, an analysis of certain statistics relating to the supply of librarians in relation to potential client groups. Both are summaries of the report by Dr. Philip H. Ennis listed in "Acknowledgements".

In both of these parts, certain limitations must be observed. First, there is no list of persons classed as professional librarians in Ohio. Furthermore, as is generally the case, the term professional librarian is variously interpreted. Sufficient numbers of the questionnaires were sent to each library listed in the Ohio Directory of Libraries, 1966, to provide for distribution to the number of staff listed there as professional. The questionnaires were accompanied by a letter of instructions.

Second, the data used for the analysis of trends were those which already existed. Therefore, certain inconsistencies and gaps are evident, since the data were not collected for the purposes for which they are used in this chapter. Certain of the data one might wish to have to locate trends and make forecasts are not available, despite the urgent need of such prognostications. Collecting such data is a task far beyond the limits of this study.

I. Ohio Public Librarians: The questionnaire sent to the public libraries yielded reports on 1,360 individuals from 216 libraries.[1] Table 1 shows the distribution of these libraries by the size of their collections. The table shows the total number of libraries in each category, the total number of librarians[2] and the mean number of librarians for each size category.

TABLE 1

DISTRIBUTION OF PUBLIC LIBRARIES AND LIBRARIANS RESPONDING

	Size of Library (Collections in Thousands of Volumes)			
	-25,000	25,000-100,000	100,000-500,000	500,000+
Total Number Libraries	87	95	26	8
Total Number Librarians	168	337	170	685
Total Librarians Per Library System . . .	1.9	3.5	6.6	85.5

Table 2 shows the age, sex and educational characteristics of the librarians, again presented separately for each library size category. Table 2 is presented on page 83.

As one would expect, the smaller the library the greater the proportion of women and of older librarians. The striking difference in educational background is important. Fully half

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[1] See Appendix for the complete questionnaire.

[2] About 6 percent of this total appear to be sub-professional librarians, including some clerical help. They are included in most of the tables that follow, but since these individuals generally do not have college education they do not appear in all of the tabulations.

TABLE 2

LIBRARY STAFF CHARACTERISTICS

	Library Size			
	-25,000	25,000-100,000	100,000-500,000	500,000
Sex				
Male	2%	8%	14%	12%
Female . . .	98%	92%	86%	88%
Total 1. Per Cent	100%	100%	100%	100%
2. Responses	(167)	(335)	(167)	(684)
Age				
20-29	5%	10%	16%	19%
30-39	5%	11%	19%	16%
40-49	23%	19%	24%	20%
50-59	35%	35%	25%	28%
60-69	32%	25%	16%	17%
Total 1. Per Cent	100%	100%	100%	100%
2. Responses	(166)	(333)	(168)	(683)
Education				
No degree . .	65%	43%	36%	7%
BA, BS . . .	22%	21%	20%	20%
MA, etc. . .	1%	2%	1%	5%
BLS	9%	15%	18%	16%
MLS, etc. . .	3%	19%	25%	52%
Total 1. Per Cent	100%	100%	100%	100%
2. Responses	(157)	(326)	(169)	(684)

(52 percent) of the librarians in the largest libraries have MLS degrees and 65 percent of the librarians in the smallest systems have only high school education. This fact is, of course, related to age, and when we look at the differences in education for the younger librarians, this extreme contrast diminishes to some extent.

Table 3 shows in more detail the educational levels of male and female librarians at different age levels.

TABLE 3

EDUCATIONAL ATTAINMENT AMONG YOUNGER AND OLDER MALE AND FEMALE LIBRARIANS

	Male		Female	
	Under 40	Over 40	Under 40	Over 40
MLS or Higher Library Degree. .	74%	60%	48%	25%
BLS	2%	12%	3%	21%
BA or BS	17%	7%	28%	19%
MA, MS and Higher Non-library . . .	7%	12%	2%	3%
No Degree	(0)	9%	19%	32%
Total 1. Per Cent	100%	100%	100%	100%
2. Responses	(60)	(67)	(319)	(880)

As is clear from the marginal totals of the table, about half the men (60 out of 127) are under 40 years of age, but only about a quarter of the women (319 out of 1,199) are under 50 years. Second, it is far more likely that men have the MLS, or a higher degree, than women.

These age and educational differences are related to the jobs the men and women librarians hold, as shown in Table 4.

TABLE 4

DISTRIBUTION OF LIBRARY POSITIONS

BY SEX AND SIZE OF LIBRARY

Per Cent Male Librarians

	Size of Library (Volumes)		
	Over 500,000	100,000-500,000	Under 100,000
Head Librarian	100%	50%	7%
Senior Staff and Department Heads	21%	4%	(0)
Branch Librarians	5%	(0)	4%
Cataloguer	13%	19%	4%
Reference Librarian . . .	22%	5%	19%
Circulation Librarian . .	(0)	4%	4%
Children's/Young Adults' Librarian	4%	9%	(0)
Prof. Assistant	13%	9%	5%
Sub-professional	11%	(0)	11%

The smaller the library, the fewer the male head librarians and department heads. There are rather few male branch librarians. Apparently, the career line of the male librarian is through the main library of a large system, or through a succession of administrative positions in several libraries, rather than in the branch library or in the smaller library.

As a comparison, Table 5 shows some of the same characteristics for a national sample of public librarians.

TABLE 5
SELECTED CHARACTERISTICS
OF PUBLIC LIBRARIANS*
IN THE UNITED STATES

Sex	Male	13%
	Female	87%
Age (Years)	Under 25	3%
	25-34	20%
	35-44	24%
	45-54	29%
	55-64	16%
	65 +	7%
Education	- B.A.	7%
	B.A.	22%
	B.A. +	39%
	M.A.	27%
	Ph.D.	2%

*Source: Based on data from the post-Censal Study of Professional and Technical Manpower, Seymour Warkov, Senior Study Directory, NORC (a project supported by the National Science Foundation).

Table 6 presents data on the migration patterns of the respondent librarians and their occupational history, again by library size category.

For the large libraries, about half of their college-educated staff received their degrees out of Ohio; in the smallest libraries this percentage declines to 29 percent.

The respondent librarians have had, on the average, slightly more than three main positions in their work history, and the

TABLE 6

LIBRARY STAFF MIGRATION AND OCCUPATIONAL PATTERNS

	Library Size			
	-25,000	25,000-100,000	100,000-500,000	500,000+
Place of Degree (College Only)				
Ohio	71%	64%	53%	56%
Not in Ohio. . .	29%	36%	47%	44%
Total 1. Per Cent	100%	100%	100%	100%
2. Responses	(56)	(192)	(108)	(634)
Mean number of Total Jobs	2.8	3.2	3.6	3.4
Job Migration History				
All in Ohio. . .	44%	53%	53%	42%
Mixed.	5%	7%	11%	8%
Migrated to Ohio	14%	20%	23%	30%
One job only . .	26%	14%	11%	18%
NA.	11%	6%	2%	2%
Total 1. Per Cent	100%	100%	100%	100%
2. Responses	(162)	(336)	(170)	(685)
Share of Jobs in a Library				
All library. . .	20%	32%	33%	44%
Mostly library .	26%	32%	31%	26%
Mostly nonlibrary	28%	22%	25%	12%
One job only . .	26%	14%	11%	18%
Total 1. Per Cent	100%	100%	100%	100%
2. Responses	(168)	(336)	(170)	(685)

larger the system a librarian is now working in, the more jobs he or she has had.

Information on the extent to which librarians have moved into Ohio to take a position (any position, not just in a library) presents a mixed picture. There is a steady increase in the proportion of librarians who have come from other states into Ohio to work in larger library systems, increasing from 14 percent in the smallest to 30 percent in the largest systems. But anywhere from 42 to 53 percent of the librarians who have had more than one job have had all their library experience in Ohio. Nevertheless, the larger systems do draw out-of-state personnel and therefore their salary requirements and other opportunities have to be geared to the national market.

This is seen in the final item in Table 6 which shows the occupational history as being all in the library field, part or mainly in some other field (usually teaching). Only half as many librarians, proportionately, in the large system come from non-library fields (12 percent) while a quarter of the librarians in all the other size categories do so. These data also suggest the extent of underprofessionalization in the smaller systems.

Among the college educated librarians, the pattern of job migration and place of education show an interesting relationship as shown in Table 7.

There is a core of about 40 percent of the professional librarians who are both educated in Ohio and whose entire job history is in Ohio---those librarians who have held only one job

have been eliminated from the table since they are generally young and have had little opportunity for moving. The other large sub-group, about one quarter of the librarians, are both educated out-of-state and have come with an out-of-state work history.

TABLE 7

EDUCATIONAL AND JOB MIGRATION HISTORY[3]

	Job Migration History			
	All Local (i.e., in Ohio)	Mixed (i.e., in Ohio and elsewhere)	Migrant (i.e., outside Ohio except for last move)	Total
Place of Degree				
Ohio	41%	6%	11%	58%
Other than Ohio . .	13%	5%	24%	42%
Total	54%	11%	35%	100%

An examination of these migration patterns and place of education shows no difference by age, but as one would suspect there are more out-of-state educated librarians in the large systems.

The really important problem is to see if some estimate of net migration into the state can be made and then to see how library manpower shifts around the state. Unfortunately, neither of these questions is fully answerable, the first because we do not know how many working Ohio librarians leave the state each

[3]Excluding respondents who reported holding only one position.

year, and the second because the data as to movements within the state are not available. There is one clue to this latter question: the number of vacancies for professional librarians in cities of various sizes. Two separate pieces of information are available here. One is data from the previously cited U. S. Office of Education series which, in Table 8, shows the rates of vacancies in various sized cities in the U. S. and in Ohio.

TABLE 8

TOTAL PROFESSIONAL POSITIONS VACANT
IN PUBLIC LIBRARIES AS A PERCENT OF ALL
PROFESSIONAL POSITIONS, FILLED AND VACANT*

Size of Population Served		Positions Vacant as a Percent of All Positions	
		1960	1962
35,000-59,999	U. S.	8.0%	6.6%
	Ohio	2.2%	1.1%
60,000-99,000	U. S.	8.7%	7.3%
	Ohio	7.2%	11.5%
100,000 +	U. S.	6.6%	7.3%
	Ohio	5.9%	2.5%
Total	U. S.	7.0%	7.2%
	Ohio	5.9%	3.6%

*Source: USOE, Public Library Statistics, 1962.

As will be seen later, Ohio's public librarians are relatively more numerous than in the rest of the states and therefore the vacancy rate in Ohio is generally lower. But in the middle-sized city, 50,000 to 99,999 in population, the vacancy rate in Ohio

exceeds that of the U. S. and gets worse from 1960 to 1962.

The present questionnaire reveals similar results. The percentage of vacancies in all positions (filled plus vacant) increases from 27 percent in the small libraries (under 25,000 volumes) to 44 percent in the 25,000-100,000 volume category and then declines to 16 percent and 18 percent in the two largest groups. Assuming the moderate-sized library is in a moderate-sized city, the results are the same. It may be that the moderate-sized library and community are too small for the ambitious young librarian but too large to be run by a single or a few dedicated people from within the community.

In the questionnaire, professional librarians were asked for their current job and how, in percentage, they allocated their time. Table 10 summarizes their responses.

While the data are too cumbersome and fragmentary to present, there appears to be a general trend towards a dispersion of task as the size of the library declines. This trend is not surprising, of course, and it raises the same questions as does the marked dispersion of task found for branch librarians. A serious reanalysis of staffing needs in the city library branch and smaller library is needed.

Library planning, the final topic to be considered here, is perhaps the most critical matter when it comes to manpower. Each librarian was asked to rank his own level of interest as well as his guess as to the interest of his board in the following programs.

TABLE 10

MEAN PERCENTAGE OF WORK TIME

IN VARIOUS LIBRARY FUNCTIONS

	Dept. Head Tech. Service	Dept. Head Ref.	Profess. Staff (Gen.)	Branch Libr.	Cata-loguer	Circ. Libr.	Ref. Libr.	Child./ Y.A. Lib.	Prof. Asst.	Non-Prof. Asst.
General Administration	28%	40%	39%	17%	3%	1%	3%	4%	11%	3%
Community Relations	3%	3%	5%	4%	*	*	*	1%	2%	1%
Reader's Services	9%	3%	8%	17%	1%	5%	10%	7%	14%	18%
Technical Services	40%	1%	6%	5%	77%	5%	5%	4%	15%	14%
Circulation	3%	0	2%	10%	5%	61%	2%	2%	8%	8%
Reference	7%	48%	8%	10%	5%	9%	66%	9%	24%	21%
Children's Work	2%	1%	9%	10%	1%	6%	1%	62%	8%	14%
Other	3%	3%	13%	3%	1%	4%	5%	3%	6%	10%
1. Per cent	95%	100%	90%	86%	93%	91%	92%	92%	88%	89%
2. Responses	(39)	(11)	(108)	(157)	(110)	(85)	(105)	(186)	(232)	(77)

* Less than 1 per cent

Next to each program in Table 11 is the mean interest score for the head librarians and the board's assumed interest.

TABLE 11

INTEREST PRIORITIES FOR OHIO PUBLIC LIBRARIES

Program	Interest Level of: (1=high; 5=low) Librarian	Board
Improve collection	1.3	1.5
Expand branch services	3.5	3.5
Expand library facilities	1.9	2.0
Expand business and professional service	2.1	2.2
Increase community cooperation	2.4	2.6
Expand cooperative activities	3.4	3.9
Services to non-users	2.4	2.6
Service to school and students	2.0	2.1
Modernize technical services	2.6	3.0
Build a special subject collection	2.1	2.6
Expand other services/ program not mentioned	1.8	2.6

In almost every case the librarian and his board are in near perfect agreement, with the librarians perhaps being a little more interested in doing everything than the board. Such may indeed be the case; it may also be misperception on the part of the librarians. If there is not consensus this fact is not totally trivial in that the absence of sharp disagreement between the librarian and his board may be likely to produce a climate amenable to change.

The second fact drawn from Table 11 is an apparent lack of consensus as to what should take precedence. Aside from a high interest in improving the collection and a low interest in expanding branch service or cooperative activities, all the other programs have scores in the middle of the range, and widely spread distributions.

This could well indicate a genuine lack of professional consensus as to what the library should be doing, or it could reflect the necessary diversity of program based on the diversity of community needs and library resources, or it could be an artifact of the limited scale (1-5) of interest.

Table 12 shows the interest ratings of librarians only in the different size classes (I being the smallest library, V the largest).

TABLE 12

LIBRARIANS INTEREST PROFILES BY SIZE OF LIBRARY

	Size Class (Volumes)				
	-10,000	10,000-25,000	25,000-100,000	100,000-500,000	500,000+
	I	II	III	IV	V
Improve collection .	1.0	1.2	1.3	1.4	1.1
Expand branch services	4.7	4.6	3.5	3.0	1.9
Expand library facilities	1.6	2.1	3.3	2.0	1.5
Expand business and professional service	3.8	2.3	2.0	2.0	1.8
Increase community cooperation . . .	2.3	2.5	2.3	2.1	2.9
Expand cooperative activities	3.3	3.9	3.4	3.0	3.5
Services to non-users	2.5	2.3	2.5	2.3	3.1
Service schools and students . . .	1.3	1.8	2.1	2.2	3.5
Modernize technical services	2.0	2.9	2.8	2.1	1.5
Build a special subject collection	1.0	1.4	2.1	3.0	2.5
Expand other services/ programs not mentioned		1.8	1.9	1.7	2.0

Some differences are immediately apparent. The interest in branch libraries is a direct matter of size; the larger the library the more interest in the branch system. Other matters are curvilinear; the smallest and the largest libraries are more interested in expanding library facilities and improving the collections than the middle-sized library. There are other patterns as well that are paradoxical. The largest numbers of non-users of the library are in the largest cities, specifically the urban poor. Yet the largest libraries show the least interest in reaching the non-user. The same is true for service to students and schools; where the library resources are greatest, there is the least interest. That position is defensible if there are other libraries to handle those students and if the library is mobilizing its energies elsewhere. The patterning of responses shows a considerable degree of consensus among the few large libraries and among the smaller libraries, but great variation among the middle-sized ones. That is probably the most significant finding in this part of the analysis; that is, an apparent diffusion of purpose. It seems imperative for public librarians, as well as all the other types of librarians, to clarify their goals and set priorities in their accomplishment. Those moves are prerequisites for a consideration of specific manpower policies.

II. Trends in Public Library Personnel: From the Ennis study, it appears that certain conclusions pertinent to Ohio public libraries are supportable, although the data upon which they are based are

limited in several ways. These conclusions are summarized below.

First, the ratio of professional librarians employed in public libraries per 1000 members of potential audience (children, young adults and adults) is substantially more favorable in Ohio than in the nation as a whole. That fact is not surprising in view of the good general level of financial support and the existence in Ohio of several large city libraries of outstanding quality. At the same time, this position is not being maintained. That is, the indications are that the ratio is improving nationally but growing less favorable in Ohio.[4] Approximately the same picture obtains with respect to the ratio of professional librarians per 100,000 volumes in public library collections.[5]

Second, salaries paid to librarians in Ohio's public libraries, as is the case nationally, are lower than those paid in the other types of libraries. While salaries in all types are rising, they are rising least rapidly in public libraries.[6] When set against the apparent growing need in Ohio for academic librarians as the institutions of higher education grow[7] this salary trend suggests that some radical change in supply and demand is brewing.

Third, professional librarians are being trained in increasing numbers in Ohio, but the rate of increase is lagging far

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[4]Ennis, Philip E., "Ohio Library Manpower: A Statistical Report." New Brunswick, 1967 (In press) p. 28-35.

[5]Ibid., p. 35-39.

[6]Ibid., p. 40-49.

[7]Ibid., p. 8-13.

behind the national trend. Ohio was ahead of the nation, relatively, in production of librarians until 1960 when the national rate increased markedly but Ohio's did not.[8]

Summary: The data and conclusions about personnel presented here suggest some major problems. Potentially the most serious problem is that the nation is moving into a period of general shortages in trained personnel as a result of the depressed birth rate of the 1930's, but our knowledge of personnel supply and utilization is very sketchy. Thus, problems of major proportions may be developing of which we have very little understanding.

On the bright side of the picture in Ohio, the ratio of professional librarians to potential audience is favorable. This may indicate (and this has been generally borne out by observation) that library service to users is of better than average quality.

On the dark side, this favorable ratio may also indicate maldistribution of personnel and/or duties. The data on age and sex distribution for head librarians shows clearly that some crisis lies ahead. Major consolidation of libraries will have to be considered as an alternative to possible precipitate decline in qualifications of staff. At least by inference, major changes are suggested also in the management of the few large

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[8] Ibid., p. 49-53.

libraries which employ a very large percentage of the total number of professional personnel. Observation of middle-range libraries also suggests that there is great unevenness in the distribution (and, therefore, in utilization) of professional personnel in this group.

Finally, the rate of production of professional librarians in Ohio, unless it is increased, strongly suggests that more reliance will have to be placed on out-of-state recruitment than in the past. Such reliance will call for salaries pitched at a national rather than local level.

Chapter V

Governance of Local Public Libraries

Because public library service is rather sharply focused compared to many social services, the formal governing structure of libraries is relatively simple and quite similar in all states:

1. There is usually a governing board, appointed by some other public body, which directs the library program.
2. The board is semi-independent in fiscal powers from the city or county or school district which created it, but specific restrictions are usually set by statute.
3. The major source of revenue on a statewide basis is the property tax, but for individual libraries there are significant differences.
4. Some local public libraries are operated by school districts, in which case the school board may be the governing body with the library being considered another division of the total education program. Even if the school board appoints a library board, it usually maintains a more direct interest in and control of the library program than such other parent bodies as city and county commissioners. The reasons for school sponsorship vary, often being as much a function of local conditions as anything else.

5. Library boards usually employ a head librarian to supervise program activities, but marked differences are common in the formal structure of board-librarian relations even among libraries of the same size and in the same geographic area. The board may act only as a policy making organ with the administration and personnel supervision delegated to the head librarian in the classical sense. On the other hand, numerous examples can be cited where boards are active in administration and in effect supervise in detail the implementation of their policies. This latter situation may arise for any number of factors, such as a strong board and weak librarian, employment of a non-professional librarian, historical demands by the community for board administration, or lack of knowledge by the board as to how it could use its own intellectual resources and time most efficiently.

This general pattern of the formal governing structure of public libraries is familair to many Ohioans because it is a mirror of their system. As in any general pattern of local government, defects and variations in the "weaving" can be noted if it is subjected to microscopic examination. Whether they are significant or merely reflect normal differences caused by local

self-control is difficult to determine. Particularly is this true for a local public educational service where every effort is made to allow maximum freedom of choice in developing a program in order to minimize the disadvantages of central controls. The position in this report, therefore, is that differences among local units or between Ohio and any other state are not necessarily a cause of concern unless there is a gross distortion of the overall pattern or if the variations are not understood by the public concerned.

Basic Laws Are Sound: The Ohio laws governing public libraries are basically sound. For the most part they are clear and simple and can be implemented relatively easily by any local community in which genuine desire exists to provide the most effective and efficient library service that is possible within the limits of its resources. Creation of new libraries is controlled, intergovernmental cooperation is authorized and the powers of library boards are very broad. The general controls over fiscal practices of all local governments are reasonable and common in one form or another in most states. While librarians and their boards may feel restricted by the general laws on budgeting, fiscal accounting, tax levies, and auditing, there is no evidence that they impose undue hardship on or are seriously discriminatory against libraries. In the absence of such evidence, it would be difficult to argue for any exceptions at this time.

This does not deny that some of the statutes may need

changing, but any action should be in concert with other public officials. For example, the authority to levy a special library tax is made unrealistic by the 10 mill levy limit (Section 5705.06), and the procedure to exceed this limit is awkward since it requires a two-thirds vote of the taxing authority, a vote of the people, and is limited to a specific number of years (Section 5705.19). Also the use of tax anticipation warrants, which is apparently fairly common to general local government as well as libraries, is unnecessarily expensive and could be minimized by procedural changes in the budget and tax laws.

Intangibles Tax: By far the most important issue in Ohio library service is financing. Ohio libraries are unique in that their major source of revenue is from a local situs intangibles tax referred to in Chapter I.

As one reviews the historical events leading to the passage of the enabling legislation and the early legal struggles in the courts, there is no doubt that there were many valid and persuasive arguments to support this method of financing. Without a doubt, for example, it has aided library development statewide, and in some of the more wealthy communities it has assured them of a stable source of income.

The issue in 1967, though, is whether an intangibles tax is the best source of revenue and whether, regardless of one's loyalty to library development, a tax, which is in effect dedicated, can be defended for this particular public service. Increased

questioning of the current method of financing libraries by various groups and the recent special legislative tax study group point out clearly that librarians and local boards must re-examine their position. In public finance in general, dedicated local revenues except for capital improvements are increasingly being challenged because of the rigidity they foster in financing total local services. The challenge is very strong in the larger urban areas which are faced with the problem of planning and developing an entire region with insufficient local revenues.

Furthermore, the intangibles tax itself, as the single or major source of revenue collected and distributed on a county basis for one service, can be questioned by both library boards and others by units of government because it almost inherently produces large revenues for some localities and causes poverty in services in other areas: In modern society intangibles have a situs which often only accidently coincides with the need for a public service. One sees this inequality immediately in library financing in Ohio where in 1965 the per capita intangibles tax collections varied from $0.57 in one county to $8.13 in another one. The "50 cent county" allocated 100 percent of the intangibles to libraries whereas the second one only allowed 82 percent, but this 82 percent still amounted to more than $6.40 per capita. On a statewide basis, the intangibles tax produces a very favorable picture for library development, indicating that in 1965 there was an average of $3.11 per capita from this

source of revenue for library service and that a few of the communities were well above the most liberal published national standards. What is not recognized so widely, though, is the grossly substandard service that was characterized by eleven counties with less than $1.00 per capita for library service from all sources of revenue.

The legislature has authorized the use of the general property tax for library service; but as is common in most instances where a dedicated revenue is used the alternatives are not widely employed because of general public resistance and objections by supporters of other services. In short, Ohio has at this time a built-in system in inequity in its library financing.

Proposing a specific solution to this problem is not within the purview of this assignment. Calling attention to it is mandatory, however, because any action to retain or change the present method of finance directly affects the development of library service.

If this vital matter is to be the subject of change, it should be approached with the deepest possible understanding of the problems change will create. Essentially, the question must be in terms of whether or not Ohio's public libraries would receive the same, or nearly the same, portion of the whole tax resource under some different system as they do now. The history of public libraries in the state is encouraging; the people of

Ohio have found solutions to major financial crises with respect to their libraries. At the same time, conditions have changed; the social, economic and political changes earlier noted have created conditions so different from those existing years ago that no predictions should be made. At the very least, changing the financial basis of library support would be accompanied by a period of adjustment for all libraries and of real distress for those libraries whose income is unusually high relative to others in the same county. Such change, furthermore, could result in the destruction of some of the fine libraries now existing in Ohio and, thus, in irretrievable loss to the state of one of its resources for future growth.

The obvious immediate concern of the state in this instance is to move toward equalization of opportunity through directly ameliorating the effects of regional economic differences and through finding a variety of means to use the existing resources for the benefit of all residents of Ohio.

Criteria for State Aid: The Ohio State Library Board has not reviewed its practices in the allocation of existing state aid for some time. It would be possible for the Board to carry out a general review of those procedures and of its policies in the use of LSCA funds simultaneously. If there are also to be proposals for new forms of state aid (recommended later in this report) then the legislature should set forth general criteria for distributing that aid. This statement in no way implies

poor judgement on the part of either past or present administrative officials, but is merely a recognition that allocation of state grants requires both periodic review and the making of certain policy decisions in which the legislature should participate as proposals are presented to it.

Local Budget Commission: As noted previously, Ohio has basically sound laws with regard to supervising the fiscal practices of local units of government. One of these controls is somewhat unique in that it provides for coordination and control of local financing by a budget commission composed of the county auditor, prosecuting attorney, and county treasurer. In certain situations two elected members may be added to the board for distribution of the local government fund (Section 5705.27). The powers of the commission as stated in Section 5705.32 are broad, and in the case of libraries it has the specific authority to determine need in the distribution of the intangibles tax.

While this type of commission has merit in theory, its operations in Ohio vis a vis libraries has two apparent deficiencies, both of which have been noted by various groups in the past. One is that the statutory standards which it must use in allocating the intangibles tax for library service are not clear.

The law implies strongly in Section 5705.32 that the distribution to libraries shall be based on need and without regard to other sources of revenue; and need is to include considerations of capital construction as well as current operating programs.

A long list of Ohio court cases on this point indicates that the "spirit" of the law is that libraries should have a preferred claim on the intangibles tax, but the decisions do not make the allocation to libraries a ministerial duty of the commission. The commission may exercise judgement as to any one library's need.

The statute should state clearly whether this need is a relative one determined by comparing library service to other local programs, or whether need is to be determined in accordance with standards (to be established by the Ohio State Library Board), or whether need is to be related simply to the ability of a local community to profit by each added increment of library service.

The other deficiency is that there is no statutory basis for allocation of funds among several libraries in a given county. Local traditions and aggressiveness by the library board and the librarian seem to be the major determinants of how much of the intangibles tax is actually allocated to libraries. In short, in the absence of a clear statutory statement, local political processes are followed in decision making. Although a library board may appeal a local commission's decision to the State Board Tax Appeals, such action is rare and moreover is not an effective way to resolve local differences of opinion in the use of tax funds.

Some formal standard is also necessary even if all of the intangibles tax in all counties were made available for library service because the amount must still be distributed among the

eligible libraries in each county according to their individual needs.

Some of the resentment expressed by library personnel, past and present, against the local budget commissions could be minimized if the membership of the commission were enlarged to include representatives of other bodies, including library boards. On a theoretical basis, there is no reason to limit membership to county officials since the county itself is not responsible for direct administration of all the services for which the commission approves allocations.

Term of Office for Trustees: The success of a library program depends as much on local leadership by a board of trustees as it does on the professional personnel who operate the library. What kind of board is best has been discussed for many years by persons interested in library service. Indeed, the issue is not unique to libraries because supporters of other public services which are administered in a similar manner have also been concerned about their boards.

Although there are no universally accepted formal standards by which to measure the adequacy of a board, there are some general guides: (1) representation of all segments of a community, (2) sufficient turnover to allow easy introduction of new ideas, (3) forceful leadership in explaining the library program to the community and then marshalling support in the community, (4) supervision of the administration of the library in such a way that the professional librarian has maximum freedom to develop a

program in accordance with accepted standards and community needs.

In applying these four generalizations to Ohio, the survey questionnaire indicates that it has a problem common to a number of states: A tendency for boards to be composed of older persons, with fairly long tenure in office, and with a selected economic and social background. Of the trustees surveyed, for example, nearly 50 percent had served on their respective boards for more than 10 years and 20 percent for more than 20 years. The pattern was similar in all sizes of cities and counties. About 65 percent of the board members were business and professional personnel, with only 3 to 5 percent being definitely labeled as religious or labor leaders. "Housewife"[1] and miscellaneous other backgrounds accounted for the remaining 30 to 32 percent. In terms of a division between men and women membership, for the libraries reporting, 54 percent of the board members were men and 46 percent were women, but for the larger libraries (over 100,000 volumes) as many as 70 to 75 percent of the members were men. About 29 percent of the board members were over age 60, 61 percent were between the ages 40 and 60, and only 10 percent were under 40 years old. There was some indication from the questionnaires that many board members were not always regular attenders at meetings.

It would be preferable to provide for a uniform term of office for trustees and to limit appointment to successive terms so that there might be constant, though limited, turnover among

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[1] There is some indication that most of the housewives were economically and socially in the business and professional class.

trustees. While this matter could be the subject of statutory change, it seems wiser to suggest that the State Library Board make this general topic the subject of a policy statement, to be disseminated through the State Library's extension activities.

This suggestion for shorter terms is not a general criticism of present trustees because it is obvious from an examination of general library data that a number of them have labored diligently in the interest of library development in Ohio. One piece of evidence of this is the relatively high position of Ohio libraries in general, and the fact that nearly 90 percent of the members (according to the survey) are able to bring to library policy-making the benefits of broad experiences in a variety of community activities. In some respects, the present practice can be understood and perhaps even justified in past years as necessary in order to establish the library as an institution and because general public support in communities was often meagre.

In the last ten years, though, library service has changed so much that previous practices no matter how sound outwardly are not sufficient. Library service, for example, is much broader in that it is designed to assist all segments of society with numerous programs. All of the beneficiaries of these programs should have an active voice in as direct a way as possible in both planning and administering them. Young persons in particular must be given greater representation because of their growing numbers, because they are the major users of the library, and because of their potentially new views of library service.

Representatives of low income people and other specialized groups also have a special insight into the needs for library programs. Shorter terms are probably the easiest way to facilitate broader representation and a constant infusion of new ideas.

It is recognized that the length of office is a point of continuing controversy at all levels of government, although the general trend is to limit terms for appointive boards. Continuity and experienced leadership are obviously essential, and these are usually the product of long service. On the other hand, responsiveness to change and injection of new ideas are equally highly desired values.

School Service: In many states, and within the profession in general, there have been numerous dialogues about the relationship of public and school library service. The relationship is important in particular where school districts sponsor the public library service because school boards too often dilute the public service in an effort to maintain a high level of direct classroom or teacher assistance. Such dilution is often inadvertent or the result of local pressures to finance only one service adequately.

Other things being equal, one would expect to see this difficulty in Ohio because of the relatively large number of school district public libraries. The intangibles tax method of financing accentuates the issue somewhat since school districts normally do not have access to this source of revenue, and they too are faced with financial difficulties. When the public library program in a school district, for example, does not

receive the full intangibles tax allocation, any "deficit" would have to be borne by the regular school budget. On the other hand, intangibles tax funds could easily be used to finance those public services most directly related to the educational program.

The easiest way to resolve this kind of issue is to enact a statute or adopt rules and regulations (jointly by the State Library and education agency) which state standards of public library service. Such standards should not be considered as penalizing or criticizing those school districts that have assumed the responsibility for general public service. Instead, they should aid them in being sure that there is a balanced program which recognizes both student and adult needs.

Certification of Librarians: Ohio law provides for the certification of county district librarians (Section 3375.47). Three items can be noted about the content and administration of the law. First, it is difficult to articulate the rationale for certification of only county district librarians. The original motive, to be assured that this type of library is properly supervised by a professionally trained person, was undoubtedly valid. From the viewpoint of general statewide development, though, an equally valid argument can be made to either include all libraries or repeal the present law. Of the two alternatives, the former is, of course, preferred, particularly since there is general evidence on a national basis that states will become increasingly concerned with providing adequate and uniform or equal service

in all communities.

Secondly, there are several acting district librarians. Although it is sometimes necessary to permit a person to act in an official capacity even though not officially qualified, it is considered poor practice legally and professionally to have continuous exceptions. In all probability, the certification board should examine the qualifications it has established to see if they are realistic. If they are, it would be both appropriate and desirable for the state itself to devote resources to recruiting qualified persons. If, on the other hand, the difficulty is the local library, corrective steps should be taken to resolve problems at this level.

If it is desired to expand certification, ideally the present certification law should be changed to provide for control of the certification process by the Ohio State Library Board. It is recommended elsewhere that the Board be appointed by the Governor. Gubernatorial appointment is commonly followed in professional certification and licensing because licensing and certification are of direct public interest since the service to be performed is a public one. Certification and licensing should be administered in such a way that either the public or members of the profession have a relatively easy and clear channel to express their desire for changes and to effect them by new appointments to the Board if necessary.

Again, without any criticism of the present members, it is generally considered undesirable to name ex officio members to a

certification board as the present Ohio law does. As library service develops, including increased state aid, there may be occasions when the State Librarian will be in a general supervisory position over a local library. He should not participate in these cases in the certification of the librarian. Furthermore, stating that the librarians of the two libraries with the largest circulation shall serve implies that only these two will always be the best qualified persons in the state.

Certification should not be regarded merely as a method of limiting entrance to librarianship. Entrance upon professional library work should be most commonly through formal education. However, entrance by virtue of previous experience, examination and reciprocity with other states should also be provided for.

Librarians individually and collectively as a profession should undertake a program to re-establish amicable relations with other governmental units and their associations. An outsider is impressed when examining the governmental and fiscal structure of Ohio libraries by the verbalized discordance. All local units of government are financed from the same tax base and perform various services aimed at the total development and preservation of the community. All of them, therefore, should be coordinated. Ohio local planning laws are one administrative device to facilitate coordination, but this alone is not sufficient. Some of the present antipathy is apparently the result of the use of a special tax for one service, and the seeming

reluctance of some library personnel to coordinate their program with other city services. Regardless of how the differences developed or the original causes, library personnel should assume the initiative in resolving the disagreements, participate in all local planning, and assist other units of government wherever possible.

Chapter VI
Communications

The Ohio State Librarian has recently taken action to inform state agencies about the library's services. This service should be expanded in agency coverage, refined in techniques and broadened to cover all departments of the library.

It must be regretted that state government in Ohio has operated without the solid information base which a strong State Library service to government could provide. While it is true that many agencies have their own information systems and some have rather creditable libraries, even these agencies could benefit from a broad based State Library service.

The recent establishment of the Information Resources and Services (IR) Division of the State Library is a step in the proper direction. "In a very real sense the new Division constitutes a special library for state government and for supplementing the reference and information resources of other Ohio libraries."[1]

Active participation of the State Library in the plans and activities of the state government and its contribution of library and information services to various agencies should be of value to the state generally. This activity also represents a primary channel of communication between the State Library staff,

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[1] Sidelines from the State Library. Ohio State Library. June 22, 1967, p. 1.

particularly the State Librarian, and other executive agencies. Service to the legislature can similarly bring about an increased understanding of problems and, most important, mutual respect. Included as a recommendation of this report, for these and other reasons, is one to the effect that there be established a special governmental service unit in the State Library with somewhat broader responsibilities than the new Division.

While the organization of this unit will be determined by many factors, it seems logical that each of the three positions recommended be assigned a specific group of state agencies. These assignments should be based on rational allocations of agencies so that each of the new staff members can develop knowledge about the concerns and problems of a logically selected group of agencies.

A significant part of this unit's work will be accomplished individually through the advice and assistance provided to agencies which maintain their own information services whether these are simple office collections or fairly large libraries. The State Library should provide strong leadership in preparing a long-range plan for the development of necessary library services in state agencies.

The State Library will need to carefully delineate its role in this regard. While it cannot interfere with any agency's prerogatives, at the same time it should seek to avoid unnecessary duplication of effort and materials and insofar as possible insure the maximum exploitation of existing resources. The inter-

agency advisory committee proposed by Nelson Associates can provide valuable assistance in this regard.[2]

I. Communications with Public Libraries

Public Information Office: Some Ohio libraries have developed public information programs which are second to none in the nation. Unusually fine printed materials are prepared in all of the larger libraries and many high quality radio and television programs are prepared. These relatively large libraries are also able to obtain significant press coverage of library events and feature articles which interpret the library's many services to the community.

As one moves away from the larger libraries to the smaller the quality of public information activities begins to deteriorate and diminish to the point that the smallest libraries are largely unseen and unheard. Yet in many ways an active communications program may be more important for the smallest library than for the largest. The large library by virtue of its size, great resources, and multiple service outlets, will always attract a variety of users. The smaller library, because of its single location, generally shorter hours and limited resources, must make a substantial impact upon its community in order to achieve maximum utilization.

Most Ohio libraries lack the specialized talent to sustain programs of community information. Functioning at the state

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[2]"Present Operations and Future Opportunities". [New York] Nelson Associates, Inc., 1967, p. 34.

level an office for public information could provide valuable liaison with state-wide media groups such as the Ohio Association of Broadcasters, newspaper associations, newspaper chains, and wire service.

Library Public Relations Council: Ohio libraries now employ some of the country's best library public information practitioners. While it is true that few libraries can afford this type of talent, the fact remains that the public and community relations staff of the major libraries constitute a major talent resource which should be brought into play in increasing the effectiveness of library communications state-wide.

Conversations with a number of these people indicate that they now meet informally on an infrequent basis. These meetings are primarily for sharing of ideas and techniques. With leadership and encouragement from the State Library this group could become a potent source of ideas and programs which could be operated on a state-wide basis.

This group could be organized into a Library Public Relations Council and through the Public Information Department, funds should be made available for its work. Unlike commercial enterprises, libraries are not or should not be in competition with one another. For this reason a high degree of cooperation can and should exist among libraries. It is not difficult to envision the development of a system in which posters like the excellent examples developed in the Dayton Public Library could be used state-wide. Radio and TV programs and spot announcements which

could be used state-wide could be developed.

Communications can be an expensive process. Librarians need to examine the great resources which other private and public institutions devote to catching the eye and ear of the public and ask themselves is there really a viable alternative if the library's message is relevant. A relatively small sum in professionally planned programs of state-wide impact could dramatically improve the library image in Ohio.

Improving Local Library Communications: The available relevant information and field visit experiences lead inevitably to the conclusion that even though many are small and many are understaffed, Ohio libraries could and would do a better job in utilizing the less sophisticated means of communications, given training and technical skills.

One of the first tasks of the Public Information Office and the Library Public Relations Council should be to develop, with the assistance of appropriate groups and individuals, a series of workshops designed to improve the communications skills of Ohio library staff members.

All available sources should be tapped in this effort. OLA and the Library Public Relations Council should jointly review past utilization of the National Library Week Program in Ohio to determine how this excellent program can be more creatively used. Similar reviews should be made of other external sources.

II. Communications About Resources Among Libraries

It is understood that a thorough study of the State Library Union Catalog and the union catalog covering the greater Cleveland area which is maintained at Western Reserve University is now underway. This study will undoubtedly indicate directions for future growth and development.

In planning a new role for the Union Catalog, care should be taken to insure that this project and the Ohio College Library Center project move forward in concert. Particular care should be taken to insure compatibility of systems so that the two centers can inter-communicate easily. Eventual merger of the two should not be overlooked as a possibility.

One important additional service which the Catalog could easily render with minor modification in operating procedures would be to serve as a check point to prevent the discard of the last known copy of a book in the state. Contributing librarians could notify the Union Catalogs of discards as is now done, but agree to hold the discards for a set period of time to enable personnel of the Catalog to determine that another copy of the book is held in a contributing library. A library holding the last known copy of a book scheduled for discard could be requested to transfer the book to the State Library. Libraries contributing to the Union Catalog own 13,523,138 volumes representing 59% of the total public library book resources in the state.[3] It is true that not all of these volumes are represented in the Union Catalog but since the Catalog dates back to the 1930's it is clear

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[3]Ohio State Library. 1967 Directory for Ohio Libraries. Ohio State Library, 1967. p. 40-46.

that the cards represent an enormous resource covering a significant portion of public library holdings.

One problem which will need to be resolved prior to enlarging the Catalog's operation is the number of libraries from which cards must be received to enable the Catalog to perform its functions. Collections of contributing libraries range from slightly more than 50,000 volumes to over 3 million volumes. The largest concentration of contributors is in the range of 150,000-200,000 volumes with an equal number spread among the larger categories. In the light of this distribution it is questionable that the six libraries which own fewer than 150,000 volumes are contributing a significant number of unique items. A cost-benefit relationship question could also be raised about the ten libraries which are between 150,000-200,000 volumes.

Before making major changes in the Catalog and certainly prior to making plans for conversion to automatic equipment it will be necessary to know how many contributors are needed. It may well be that simply including the eight libraries each of which holds more than 500,000 volumes would assure nearly complete coverage of public library holdings. These libraries together are adding nearly 700,000 volumes annually and it is quite likely that the comprehensiveness of the Catalog would not suffer if they were the only sources of input.

Increased Long Range Planning: Ohio public libraries and boards

need to begin to participate in programs for long-range planning of library resources and programs. Questionnaire returns indicated that slightly more than half of the libraries have "a plan for development in the coming few years." (See Chapter II). While many library boards and/or staff have a planning committee it seems clear from conversations that to a very large degree these committees are concerned almost exclusively with planning for physical facilities. This impression is strengthened in that only 37 of the 130 responding libraries have had a survey of their operations. (See Chapter II).

The analysis of newspaper clippings on file in the State Library indicates a very low level of activity in long-range planning.

One of the growing concerns of government at all levels is the development of long-range plans to ensure the orderly growth and development of services to meet future needs. In several areas, notably the Miami River Valley, in southwestern Ohio and in the greater Cleveland area libraries have established more or less informal groups to discuss mutual problems. This trend is a healthy one and should be encouraged. In its administration of state and federal funds and in the preparation of library standards the State Librarian should seek to encourage joint long-range planning among the libraries in each county and among groups of counties which form natural areas for cooperative services.

State Library consultants should maintain close liason with these regional planning councils to assure that as regional

plans are developed these will fit into the framework of a statewide plan for library growth.

III. Communications with Special Groups

Urban Problems and Federal Programs: Except for several construction projects funded under the Appalachia program, evidence could not be found that many non-LSCA federal dollars are being expended in public library programs. Where library participation in federal programs could be detected it was ordinarily, though not always, either passive, accepting Job Corps members to do tasks in the library, or a traditional part of the library's programs---Head-start children coming to the library for the story hour, loaning books to a migrant summer school program.

In interviews, librarians generally indicated frustration in attempting to develop programs under the framework of federal programs, particularly the poverty programs. Universally there was an expression that assistance was needed from the State Library in collecting information about the library applications of federal programs, in assisting libraries in the preparation of grant proposals and applications and providing leadership for the development of programs of action which might enable libraries to ameliorate the effect of social change on individuals.

Developing the Image of the State Library: Ohio librarians and library trustees have not had or been given a clear view of the duties and responsibilities of the State Library Board. The objectives which the State Library pursues in its programs have

not been clearly articulated. Data to support these conclusions must necessarily be based on less than "hard" sources, but the sources are sufficiently varied to indicate at least circumstantially that the statements are valid.

1. Interviews conducted by Nelson Associates staff members elicited that librarians did not have a clear or in some cases appreciative view of the role of the State Library Regional Centers.

2. Responses to the questionnaire for the study of the Ohio Library Association and Ohio Library Trustee Association indicated that some librarians and trustees tended to confuse the OLA-OLTA with the State Library.[4]

3. Both the Nelson Associates field interviews and those of this surveyor found that while librarians had strong views on the roles which the State Library should play in library development there was certainly no consensus about priorities, or methods which should be followed.

These same sources also support the view that there is now a determination to unite under the leadership of a well respected State Librarian and take significant forward strides.

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[4]Altman, Ellen. "The Ohio Library Association and the Ohio Library Trustee Association." [New Brunswick, N.J., Author] 1967. p. 54 and 61.

For all of the foregoing reasons it seems imperative that the State Library Board and the State Librarian have access to a public relations counsel which can offer staff skilled in a variety of communications techniques.

The function proposed here should in no way be confused with the Public Information Department proposed earlier. This is a much more direct and for the immediate future a much more intensive task than could be expected of the Public Information Department if that unit is to accomplish the important objectives set for it. At a future point when major changes in function and organization have occurred it may be desirable again to analyze the situation and determine whether a need for external counsel continues.

Chapter VII

The Ohio Library Association and Ohio Trustee Association

Four years ago the officers of the two associations (referred to hereafter as OLA and OLTA) decided to pool their resources and establish an executive office to encompass the activities of the two groups and to serve as a spokesman for library interests. Until that time much of the work of the associations had been done at the State Library

The "Rules and Regulations of the Joint Executive Boards" state that the purpose of the office is "to advance total library development in the state of Ohio, the education of members of both groups, the interpretation of library needs to the general public and legislative bodies, to support the programs, functions, and operations of the State Library, and to render to individual libraries, librarians and trustees important services which do not conflict with the functions of the State Library."

At the time the office was proposed several members wrote the OLA president expressing the fear that the office would conflict with the powers and responsibilities of the State Library. These fears seem to have been unfounded. A close cooperation presently exists between both agencies. They work together on educational programs and legislative matters. In

fact, many of those persons interviewed during the survey felt that OLA and OLTA had become stronger and more vital organizations since they were no longer dependent upon the State Library.

Only three other State Library associations have established executive offices. The New York and Pennsylvania associations have selected office managers to oversee their operations while California and Ohio favored naming executive directors who are also librarians. According to the "Rules and Regulations of the Joint Executive Boards", the director works under the supervision of the directors of both associations and executes policies which they determine. Because he is well acquainted with library matters and because he also attends the meetings of the executive boards, the director is in a position to advise the officers on establishing policy for both groups.

I. The Ohio Library Association

Membership: There are six classes of members of OLA: Active, Subscription, Sustaining, Honorary, Continuing and Life. By far the largest number of members are in the first class. Total membership in 1967 was 2,181. Except for a drop in 1966, membership has risen steadily from 1,680 in 1958 to the present level. Fourteen public libraries, two college and two institutional libraries enrolled as members in 1967.

The association draws the greatest portion of its public library members from the larger libraries. The organization has not been successful in enrolling staff from the smallest libraries in the state.

TABLE 1

NUMBER OF MEMBERS FROM PUBLIC LIBRARIES

BY SIZE OF LIBRARY*

Number of Volumes	1966	1965
under 10,000	5	4
10,001-25,000	59	62
25,001-50,000	107	124
50,001-100,000	153	165
100,001 - plus	1071	1207

NUMBER OF LIBRARIES HAVING NO MEMBERS

BY SIZE OF LIBRARY*

Number of Volumes	1966	1965
under 10,000	24	25
10,001-25,000	42	45
25,001-50,000	17	17
50,001-100,000	4	8
100,001 - plus	0	0

*Figures not available for 1967.

Although OLA welcomes members from other than public libraries, only 23 percent of the total possible number of college library employees belong to OLA.

TABLE 2

NUMBER OF ACADEMIC LIBRARY PERSONNEL

IN FULL-TIME EQUIVALENTS*

	1967 (est.)	1966 (est.)	1965
Professional	486.6	457.6	428.6
Non-Professional	658.4	619.5	580.6
Total	1145	1077.1	1009.2
OLA Members	262	214	217

*1965 figures derived by totaling data in Ohio Directory Of Libraries. 1966 and 1967 figures estimated based on increase of academic librarians in Ohio since 1962: Source: Ohio Directory Of Libraries: 1961-1966. Student employees are not included.

Of the 1261 persons classified as school librarians in the state, 1059 belong to the Ohio Association of School Libraries, a division of the Ohio Education Association. In 1967, 147 joined the Ohio Library Association. It should be noted that that OASL holds its conference at the time of the state teachers' convention which is a school holiday. It appears than many principals are reluctant to allow these librarians additional time to attend OLA meetings.

The latest edition of the Ohio Directory of Libraries registers 91 special libraries and states that its listing is incomplete. The Special Libraries Association reports that it has 262 members in its Ohio Chapters. Thirty-one special librarians belong to OLA.

The tables below give an estimate of the total number of libraries of all types in the state and the membership by type of library in OLA.

TABLE 3

NUMBER OF LIBRARIES IN OHIO

Type	1967	1966	1965
Public	258*	258	264
Academic	60*	60	58
Special	95*	93*	91
School	1,497#	1,400*	1,051**

* Estimated. Official figures not reported for 1967.

** Includes only libraries open full-time

\# Source: School Library Services Office, Ohio Department of Education.

TABLE 4

OLA MEMBERSHIP BY TYPE OF LIBRARY

Type	1967	1966	1965
Public	1526	1458	1428
Academic	262	215	217
Special	31	--	--
School	147	115	116
Other*	130	77	140

*Includes student members

TABLE 5

NUMBER OF STUDENT MEMBERS*

School	1967	1966
College	17	10
High School	4	1
Other	8	0

*Figures not available prior to 1966.

For many years, until the establishment of the executive offices, the State Library served as unofficial headquarters for OLA. Committee meetings were held there, and a member of the State Library staff served as membership secretary.

The State Librarian and other staff members were called upon to speak at nearly every annual conference and district meeting. In fact, personnel of the State Library dominated the district meeting committee until 1966. A check of this committee revealed that the same State Library staff member has served continuously for over eleven years.

In nearly every area in which OLA operated the State Library had a large voice. Part of the reason for this situation may be explained by the fact that the previous State Librarian acted as a cohesive force or focal point for the association before the OLA Executive Director came on the scene.

However, the major portion of OLA's educational programs have been and still are dependent upon State Library funds. OLA members, working with State Library staff, plan and conduct various educational workshops on both the professional and non-professional level.

Sometimes trustees and librarians call upon the Executive Director for help in solving their library problems. If he feels that the nature of the problem is within the domain of the State Library, he refers the caller to that agency. Nevertheless, he does attempt to help some who seek advice. Therefore, it is conceivable that the executive office might inadvertently step into the province of the State Library.

No statement of policy setting forth the duties and powers of each office in relation to the other has been formulated to date. According to the participants, no areas of disagreement have arisen as yet either. Relations in the past are no sure indication of relations in the future especially if the current personnel changes. Therefore, it is recommended that a special panel of OLA members and State Library staff be appointed to prepare a detailed policy statement outlining the boundaries and responsibilities of the OLA and the State Library in

connection with each other.

Governance of OLA: While the day to day activities involved in operating the association are handled by the Executive Director, policy making and planning are vested in the officers and a Board of Dirsctors. A nominating committee headed by the previous president selects one candidate for president, vice-president, secretary, ALA representative, and the Board of Directors. This slate is presented for election at the annual conference. The vice-president is also president-elect. It is interesting that the current vice-president is the first school librarian chosen for such high office. Since its founding in 1895 the association has chosen 12 presidents from college libraries and 50 from public.

The number of persons on the Board of Directors has varied. At present there are eight members, two of whom are past presidents of OLA. According to the Revised Constitution of 1966, "The executive board consists of the elected officers, the immediate past president and six members at large to serve for terms of three years on a rotating basis, two to be nominated each year at the annual meeting."

The various interests of the association and its major activities operate through a system of committees. The number and types of these committees has been altered slightly through the years as the interests of the organization have changed. Their size has also grown. For example, in 1957 there were 81 committee spaces, and in 1967 there were 132.

In 1964 OLA formed a Library Development Committee. The president of OLA at that time wrote: "The charge given to the committee has deliberately been kept general---to formulate a dynamic program by which the OLA can advance the development and progress of Ohio libraries. The committee has been given wide latitude and powers to investigate any problem that it believes relevant to the improvement of librarianship in Ohio, and it has full authority to establish such sub-committees as it deems necessary." He further stated that the committee might investigate the problem of the State Library and the relation of OLA-OLTA to it. It was also suggested that the group consider the improvement of financial support for Ohio libraries, the extension of academic library resources and their co-ordination with other library resources in the state.

The School District Organization Study staff in 1966 requested OLA to prepare a report on public library purpose and to present facts regarding the size of efficient library units. A sub-committee of the Development Committee drafted "A Statement of the Functions and Objectives of Public Libraries with Special Consideration of their Relationship to School Libraries" and published along with it a "Policy Statement on Public Library and School Library Relationships" prepared by two OLA members who work in the school library field.

The recently formed Membership Services Committee is concerned with fringe benefits for library employees. It has

already conducted a poll and determined that the members are interested in group life insurance, hospital indemnity benefits and disability income protection. An underwriter is presently drawing up policies for this insurance.

Two groups of long standing deal with recruitment and scholarships. The association grants $300 to a State Library consultant for trips outside Ohio to interview prospective employees at library schools in the Midwest. The committee also organized a file of "positive image" librarians to give speeches on librarianship around the state.

The president of the organization has the power to appoint all committees and designate their chairmen. Nowhere in the constitution are there any guidelines for selection except the passage on the Board of Directors quoted earlier. In fact, membership in the association is not even required. OLA seems no different from many other associations where the same reliable "old hands" are called to serve again and again. Two committee members from 1935 currently retain committee assignments. Table 6 gives an indication of the selection process in forming committees.

A check on appointments revealed that nearly every committee received at least one new member this year, and there seems to some evidence that some people who had never served before were selected. On the other hand, two committees (National Library Week and Institutions) have had the same people

serving for four and seven years respectively. The same member of the State Library staff has retained a place on the District Meeting Committee for at least eleven years.

TABLE 6

NUMBER OF MEMBERS SERVING ON MORE THAN ONE COMMITTEE

Year	Number of Committee Spaces	Persons Serving 2 Committees	Persons Serving 3 Committees
1967*	132	12	4
1966	124	11	6
1964	64	7	1
1961	93	13	3
1957	81	7	3

*These figures do not include the new Audio-Visual Subcommittee which includes 9 repeats out of a total of 13 members.

An analysis of committee assignments for 1966 and 1967 revealed that the largest proportion of those selected represent northeastern Ohio. (See Table 7). This may be attributed in part to the distribution of professional librarians and possibly to the fact that four of the past five presidents and the current president-elect are from the same area.

TABLE 7

COMMITTEE REPRESENTATION BY GEOGRAPHIC AREA*

Area	1967	1966
Northeast	32	27
Northwest	11	12
Southeast	2	4
Southwest	18	16
Central	9	6

*No count was made for those serving on more than one committee. These areas were determined by arbitrarily dividing the state into four equal parts with a circle around the Columbus area.

That representatives from the largest libraries receive the most committee assignments there is no doubt. Nor is it surprising in view of the fact that membership support comes primarily from large libraries.

TABLE 8

COMMITTEE REPRESENTATION BY SIZE OF LIBRARY*

Volumes in Library	1967	1966
Over 100,000	56	55
50,000-100,000	9	5
25,000-50,000	6	6
10,000-25,000	1	0
Under 10,000	0	0

*Figures do not include persons serving on more than one committee.

TABLE 9

COMMITTEE REPRESENTATION BY TYPE OF LIBRARY*

Library	1967	1966
Public and State Library	77	79
Academic	12	7
Library School Faculty	6	2
School	8	4
Special	0	3

*Figures do not include persons serving on more than one committee.

Since the rosters of committee members include their titles, it is interesting that no one was listed who appeared to work in a non-professional capacity. It is estimated that 30 percent of the current membership can be classed as non-professional.

Committee assignments for the past ten years indicated that the same people were selected again and again. Those appointed

undoubtedly have demonstrated that they are not only capable but also interested in the association.

OLA Workshops: All of the OLA's educational programs are co-sponsored by the State Library. The Regional Training Committee of OLA draws up the programs along with State Library staff. Because the State Library finances them, it has final approval of all plans.

Since 1959 the two agencies have conducted an in-service training program for non-professional library staff. The faculty is drawn primarily from OLA members who donate their time. However, membership in the association is not required of the students. In June, 1967, only 14 of the 74 participants at one of the workshops belonged to OLA.

The programs have traditionally been geared for untrained personnel in small public libraries. Some of the large metropolitan systems conduct their own in-service training and, therefore, have little interest in permitting their people to go, although two of the largest systems (Cuyahoga and Columbus) occasionally send branch personnel. The classes are held in three or four areas around the state and enrollment is limited to about 50 to 75 people at each location. Topics for the program may include circulation, reference, bookmobile, and work with children and young adults. Because the workshops last only two or three days a great deal of material is touched on superficially. The knowledge of the students ranges over a wide

spectrum from new employees fresh out of high school to mature college graduates with considerable library experience. The quality of the classes depends to a great extent on the individual instructor and the way he chooses to present the material. There is no special leadership training program for the faculty.

Until 1966, no other types of educational programs were offered. Last year LSCA money was made available for several other workshops. The first of these was an administrative training institute for professional librarians only, co-sponsored by OLA, the State Library, the International City Managers Association, ALA and the University of Akron's Institute for Civic Education. It was a pilot project based on the ICMA's text, Local Public Library Administration. Enrollment was limited to 15 directors of public libraries in communities under 50,000 in northeastern Ohio. A similar administrative training institute is planned for the fall of this year in the southeastern part of the state.

Recently the faculty of the Library School of Western Reserve University presented a workshop funded by the State Library and assisted by OLA. Participation in the program was not limited to graduate librarians although most of the students were professionals. The workshop, "Reference Needs in Ohio", concentrated on the idea of inter-library co-operation in answering reference questions and discussed various types of handbooks.

Another one-day reference workshop for personnel without library school degrees is being offered in four different locations of the state this summer. Instructors are drawn from libraries in each area. A book of programmed instruction dealing with basic reference sources was especially prepared for these workshops by Mr. Donald J. Sager, a member of the Regional Training Committee.

A small individual registration fee is charged for all of the workshops, but this does not begin to cover the total expenses. The difference is supplied by the State Library from LSCA funds. Because OLA has limited money it has not been able to offer any educational programs without the assistance of the State Library. In effect, the State Library has the power to decide what will or will not be done and calls upon the association primarily for personnel to teach classes. The State Library must enroll employees from public libraries to all its programs whether they belong to OLA or not. On the other hand, OLA members who work in non-public libraries are generally permitted to participate in these workshops only on an available space basis.

Conference and District Meetings: The entire membership of both associations is invited to participate in the annual fall conference and the spring district meetings. The conference rotates between Cincinnati, Cleveland, Toledo and Columbus. The staffs of these host libraries handle a great deal of the local arrangements. The Executive Director oversees all the program

planning, invites the speakers and signs up the exhibitors.

The annual business meetings and the election of officers for both associations take place at the conference. Most of the Round Tables also hold meetings and present their programs. The trustees conduct a workshop at the same time. The conference is one of the few association events which features some speakers from outside Ohio. Participation among trustees has been exceedingly low---approximately five percent of the total membership.

The two associations also sponsor a series of one-day district meetings each spring. While these meetings take place at various points in the state there are no arbitrary geographical boundaries outlining each district. The idea is to hold a meeting within a reasonable driving distance from the home community. A host library is designated for each area to find quarters large enough to accomodate the gathering and a place to lunch.

In previous years each area had planned its own programs and utilized speakers and discussion leaders from the neighboring vicinity. However, this spring the same program and speakers were carried from one meeting to another. The same people seem to be frequently requested to deliver the addresses.

The district events are not limited to OLA members. Some smaller libraries close for the day so all their employees may attend. As a result, many non-professionals have an opportunity to take part. However, an analysis of the programs offered in

the past shows little consideration of their interests.

The OLA Bulletin: Although OLA sends flyers to keep members aware of upcoming meetings and special events, the association primarily communicates with its membership through the Ohio Library Association Bulletin. The January, 1965, Bulletin carried the cover message, "Climate for change" and it was. A new editor had turned a dull, small-budget quarterly into a bright and lively publication which won the H. W. Wilson Library Periodical Award the following year.

Nearly all the articles are written by Ohio librarians. An analysis of the types of features which appeared from 1962 to 1967 showed that 33 dealt primarily with public libraries, 23 were of general interest such as Xerox copying, literary discussions, etc., eight covered academic libraries and two school libraries. Nine speeches were either reprinted or summarized. Some library and personnel news is included in each issue along with column written by the OLA president and Executive Director. An especially good feature is a cartoon page which pokes fun at the library world.

Eighty percent of those who responded to the OLA questionnaire said they read the Bulletin regularly, although some of those reported that the publication did not help in their work, but they enjoyed reading it anyway.

Legislative Program: OLA's greatest contribution to libraries and the library profession in the state has been its legislative

program. Policy on legislative matters is set by the OLA Board of Directors for the association. The Board is advised by its legislative committee and legal counsel.

Until 1961, the organization hired a Columbus attorney for each biennial session of the legislature to oversee the program for that particular session. This usually meant defending the intangibles tax from continuing assaults. Six years ago, a permanent legal counsel was retained to advise on the entire program on a continuing basis. In addition, he files "friend of the court" briefs on any library litigation in which OLA is interested and sometimes consults with individual libraries and their legal counsels on problems which might have state-wide implications.

On the whole, the legislative program over the last two sessions has been successful. The base salary for State Librarian was increased by $3,300. A bill was passed to permit a Board of Trustees to release the library clerk from liability for loss of funds occuring as a result of matters beyond the clerk's control. Association libraries were given the right to appeal rulings of their budget commissions. None of the measures introduced at this session has been enacted at the time of this writing.

<u>The Ohio Library Foundation</u>: OLA in a joint venture with the Ohio Library Trustees Association, the Ohio Association of Law Librarians, the State Library Board, the Ohio Association of

School Librarians and the College Section of the Ohio College Association formed the Ohio Library Foundation. This non-profit corporation, established in 1963, is designed to promote better service in all types of libraries in the state. The current and the two immediate past presidents of the groups named above and members of the State Library Board comprise the Board of the Ohio Library Foundation.

While the objectives of the foundation are ambitious---building programs, scholarships, automated catalogs of public library holdings and research projects, the group has not been active in raising foundation capital. As of June, 1967, the foundation's assets totaled only $5503.67. Part of that was raised by the sale of publications.

The foundation is the one unifying agency representing a cross-section of all types of libraries in the state.

II. <u>The Ohio Library Trustees Association Membership</u>: The Ohio Library Trustees Association has two types of members---individual and institutional. The constitution and bylaws of the association makes eligible any member or former member of a public library board or any person interested in public libraries. Trustees may join OLA but deny OLTA membership to library employees. Only three trustees presently belong to OLA. Of the 1760 trustees in Ohio, 1336 retain membership in OLTA.

Individual dues were only $1.00 per year until 1967 when they were increased to $3.00. As result of the increase,

membership dropped.

TABLE 10

INDIVIDUAL MEMBERSHIPS IN OLTA

Year	Number of Members
1967	1336
1966	1580
1965	1566
1964	1426
1963	1463
1962	1530
1961	1532
1960	1478
1959	1453
1958	1463

The bulk of the income used for OLTA expenses and for operating the executive offices is derived from institutional memberships. Authority to pay such dues from library funds is based on Ohio Attorney General's Opinion 1948, No. 4122 and a 1952 ruling from the Bureau of Inspection and Supervision of Public Offices.

Only public libraries may join OLTA as institutions. However, OLA began enrolling institutional members from both public and non-public libraries in 1967. To date 14 public, two college, and two institutional libraries have joined. OLA dues are small ---$10 to $35 and assessed according to the budget of the library.

There are 259 public libraries in Ohio eligible to join OLTA. At present, 219 have joined.

OLTA Governing Body: OLTA is governed by an executive committee along with a president, vice-president and secretary. The Executive Director serves as permanent treasurer. A slate of officers selected by a nominating committee is presented for election at the annual conference.

The president and vice-president may serve only two consecutive terms. No restrictions are placed on the secretary or members of the executive committee. This committee was composed of three members until 1967 when an additional space was added "to provide a better geographical representation of trustees throughout the state."

An analysis of the components of the governing body for the years 1957 through 1967 showed that there were 72 possible positions including officers and board members. Yet, in actuality, only 16 people ever held office. One trustee has been elected continuously since 1953. Three new members were nominated for the executive Board just this year.

TABLE 11

NUMBER OF YEARS ON OLTA GOVERNING BODY

BY INDIVIDUAL TRUSTEES: 1957-1967

Number of Years	Number of Trustees
11	1
9	1
8	1
6	2
5	3
4	2
2	4
1	3

Geographical representation and size of library among those holding office over the past ten years is shown in Tables 12 and 13.

TABLE 12

GEOGRAPHICAL REPRESENTATION AMONG OFFICE HOLDERS

Geographical Area	Years of Service
Northeast	37
Northwest	2
Southeast	8
Southwest	8
Central	19

TABLE 13

SIZE OF LIBRARY AMONG OFFICE HOLDERS

Size of Library (Number of Volumes)	Years of Service
Under 10,000	0
10,001-25,000	9
25,001-50,000	21
50,001-100,000	9
100,001 - plus	35

Several trustees have served on various OLA panels, particularly the Awards and Honors Committee. Currently OLTA has representatives on OLA's Legislative and Library Development Committees. However, both of these persons are also on the OLTA governing authority.

OLTA Meetings: The trustees association does not conduct any conferences for its members alone. All district meetings and conferences are held under the joint auspices of OLA and OLTA. The programs are primarily oriented toward library personnel. It has been the custom to plan some part of these events exclusively for the trustees. All planning rests with the officers and the Executive Director.

Trustees interviewed in connection with the survey and those responding to the questionnaire stated that lack of time prevented their participation at meetings. Undoubtedly, this is a major factor. Many of them cannot take time from their business affairs to go to all day meetings which may be held a considerable distance from their homes. Also, one might suspect that the programming has not stimulated them enough to make the effort to attend.

The following table lists the number of OLTA members who came to fall conferences and district meetings during the past four years.

TABLE 14

ATTENDANCE AT CONFERENCE AND DISTRICT MEETINGS

Year	Number of Members	Number at Conference	Number at District Meetings
1967	1336	102	75
1966	1580	65	82
1965	1566	82	61
1964	1426	47	32

Every trustee who was interviewed remarked that the bulk of library board members tend to have a parochial outlook and take little interest in state-wide affairs except for those issues which affect their own libraries.

Perhaps part of the lack of trustee participation must rest with the librarians. If a library director does not stress OLTA to his board, does not encourage attendance at meetings, and does not keep members up to date on publications of the executive office, the trustees may come to regard the association as unimportant.

The Ohio Library Trustee: The Ohio Library Trustee is the primary channel of communication with the membership. This quarterly publication is sent to every Ohio trustee whether he belongs to OLTA or not.

At present, the magazine carries news of trustee appointments and library bond issues which obviously have been culled from small-town newspaper clippings. A large amount of space is devoted to announcements of conference and district meeting programs even though flyers are sent to each member publicizing these events. Then the speeches delivered at the meetings are reprinted. The "Report of the Legal Counsel" is probably the most helpful regular column in the Trustee. A great deal of type is given to urging the members to go to meetings and pay up their dues. All in all, the publication does not seem aimed for its audience if one considers that, theoretically, trustees represent the intellectual and professional elite in their communities.

Chapter VIII
Recommendations

The following recommendations are presented with the assumption that the Ohio State Library Board has the obligation to discharge its responsibilities by whatever means are available including contracting for the use of material and professional resources and physical facilities from other libraries or agencies in the State of Ohio or outside of its borders. In fulfilling its functions the State Library Board should not rely solely on its own resources, material or professionals.

It is also assumed that all recommendations respecting changes in or additions to statutes will be referred to the state Attorney General for review and advice.

I. Recommendations with Respect to the Ohio State Library:

A. Recommendations Related to Library Development:

1. The State Library should establish a unit for public library development incorporating the library consultant's office and the administrative office for extension and LSCA activities.

The activities of these two units are inextricably related and their formal integration will strengthen the Library's development program. The consolidation should be implemented at once with the optimum size to be determined later. The proposed unit will integrate all consultant efforts and thus provide opportunities for more effective service.

2. The Travelling Library Service should be phased out as a State Library operation by transferring its resources to regional or local libraries proposed later in this report.

Distribution of popular and ephemeral works is a local public library function. Indeed it is questionable whether even a regional library should provide long-term bulk loans to school and public libraries. It is clearly not an activity for a State Library when serving in this capacity vitiates its attempts to encourage viable local libraries. Because of the long tradition of service, it seems wise not to discontinue the service but to transfer it to regional and local libraries as proposed in Recommendation D. Services to Local Public Libraries, following.

3. The State Library's regional service centers should be phased out, their resourses transferred to regional or local libraries, and their service obligations assumed by Columbus-based State Library personnel and by local libraries, under contract with the State Library.

At best the regional service centers have served as a stop-gap to bolster local library service. Their functions should be taken over by other units. The library development unit suggested above should be enlarged to provide the consultant help necessary

to assist local library development until the regional systems proposed later are able to carry those services.

4. Operation of bookmobile centers by the State Library should be phased out by transferring resources and equipment to area library service systems or local libraries by contract.

Recommendation I.D.1 sets forth several methods for supplying certain services to libraries in counties in which local resources are limited. The purpose of recommendations I.A.2-4 is to reduce the administrative and operational burden of the State Library with respect to operation of direct services so that it can devote its energies to other matters of a general leadership character. It is not proposed, however, to terminate these services. Rather, it is recommended that they be turned over to area library service systems or to local libraries on contract. It should be understood that the area library service systems are to be locally managed, but state financed. The State Library Board will wish to set forth the general policies which should govern the service programs of the systems or local libraries in these cases. Policy with respect to service to schools should be incorporated into these general policy guides.

5. The State Library should reaffirm its leadership role for larger urban as well as smaller rural libraries by providing

suitable consultant service and by initiating research into basic library problems.

The traditional services to small libraries will always be an important effort, but it is clear that larger libraries have the professional skills and competence to handle such concerns. Urban libraries, however, can use assistance in developing imaginative programs for the functionally illiterate, in establishing sound bases for serving suburban patrons, for communications and delivery systems. Beyond this there is a need to remain au courant with technological innovations affecting library service for urban communities. Through special grants the State Library could also make possible cooperative research programs with urban libraries and library schools on pressing urban library problems.

6. The State Library should establish a governmental service unit whose exclusive function is to provide professional librarian assistance to other state agencies and the legislature; the unit should be established at the earliest possible time with an initial staff of three professional librarians.

Although the Library staff have recognized an obligation to facilitate access to reference information and to provide help in library development to other state agencies and the legislature,

there is no mechanism for providing such service.

Interviews with state agency personnel reveal that there is a need for broad scale service for state agencies which support central libraries and also for those which maintain only small office collections.

The Ohio General Assembly should also have the opportunity of utilizing the resources of the Library far more than it is presently able to do. The Ohio Legislative Service Commission does have a central library with a full-time research librarian. The Commission's research staff utilizes the resources of the State Library, especially the government publications, but it is reported that the holdings of the Library are generally inadequate for their purposes.

7. <u>The State Library should at an early time study the feasibility of providing a statewide service of purchasing and processing library materials; in the interim, no expansion of the present center requiring high cost automated equipment should be made.</u>

The State Library is performing purchasing and processing services for 52 public, school and college libraries. The pressures on present facilities and equipment of the State Library have been increasing. There is understandable temptation for the State Library to move at once to a computerized operation, increasing the capability for giving these services. However, previous studies indicate that there are many considerations

which must be taken into account before a full-scale centralized purchasing and processing effort is launched.

Not withstanding the need for a survey to determine the most effective service the State Library can offer, some attention should be given to the present operation. A careful determination of actual costs including staff and facilities should be made and reflected in the charges for service.

8. <u>The State Library's methods of collecting, analysing and publishing information concerning the libraries of the state should be reviewed with a view to increasing the ability of the State Librarian and his staff to discover trends, make forecasts and develop programs of action upon comprehensive planning</u>.

Sufficient evidence of serious problems of finance, collections and staff which lie ahead has been uncovered in the course of this study to make it evident that the present methods of reporting and analysis of information regarding libraries is grossly inadequate. It is a matter of the most urgent priority that this situation be rectified. A person skilled in statistics and knowledgable in political science and/or public administration (with a theoretical bent) should be employed for this major task. Data suggesting a serious downturn in public library services have been located for this study, part of it coming from publications of the State Library. However, in many

cases, particularly respecting personnel, collections and use of libraries, the data are fragmentary and of questionable authority and, therefore, subject to various interpretations. Consequently, certain conclusions which might have been reached cannot be stated for lack of clear evidence.

B. Providing State-wide Reference Service:

As a primary aim, all local public libraries attempt to include in their collections those types of materials which are in great demand. Typically, these include recent popular fiction and non-fiction books, popular periodicals and newspapers, and certain basic reference materials. Although the specific titles will vary according to community interests, a library which does not meet these fundamental needs is not adequately achieving its basic service objectives. Except for libraries serving large urban centers, the local library ordinarily does not typically acquire reference materials in the depth needed by serious reference users.

Special libraries maintained by state and local government agencies and private industrial and cultural corporations acquire those resources necessary for effectively accomplishing the purposes of the sponsoring organization. However, the very nature of special libraries requires that heavy emphasis be placed on a fairly narrow range of subjects. There are always demands for materials which go further than the library can provide. The State Library is a proper agency for facilitating access to reference materials which cannot be provided by local

or special subject libraries. The State Library is now used by a large number of libraries as a backstop for reference materials.

With respect to meeting the reference needs of other state government agencies and the legislature, no permanent statistics are kept which describe service offered personnel from these organizations. Administrators and librarians of agencies which are visited generally indicated satisfaction with the availability of needed documents but expressed reservations about the Library's adequacy in meeting their reference needs.

Interviews with personnel of some of the state agencies which maintain libraries indicated a pressing need for materials which the agency library normally does not acquire. There are no regularized procedures for obtaining needed materials from the State Library collection for these libraries and no mechanism whereby the State Library will obtain them if not held in its own collection.

1. An assessment should be made of the holdings of the State Library and those of principal public and special libraries in the state in order to determine possible roles each could perform.
2. Based upon the above, the State Library should ascertain the use which best can be made of its own collections in a backstopping effort and then should develop an acquisitions policy to implement this role.

3. An outstanding professional librarian should be retained as a permanent full-time staff member of the State Library to maintain the collections and to assume major responsibility for assuring growth in the collections directly related to the backstopping role the Library will perform.

4. The State Library should contract with major libraries in the state to make all or portions of their collections available to libraries throughout the state.

Such an arrangement is a necessary condition for developing a viable reference system. It is clear that because of responsibilities to local residents such major libraries as the Cleveland Public Library and the Cincinnati and Hamilton County Public Library could not participate in a state-wide effort unless they were properly reimbursed for the use of the collections and the services of professional staff. Such reimbursement, of course, cannot be considered adequate if it covers only the cost of handling and mailing requests. The effect of contracting with these major libraries could open up for state-wide use millions of volumes selected over the years at great cost and effort.

A payment for "on-line" service to cover making existing collections available as freely as possible is a basic requirement of creating a system based on existing strong points.

There is no reasonable alternative to building upon strength unless the state were prepared to invest large sums in collections and facilities for the State Library. All costs of operating this system should be borne by the state. The present practice of charging postage for inter-library loans both inhibits use of the present system and is doubtless uneconomic.

5. The Union Catalog presently maintained by the State Library should be broadened in scope and become a bibliographic center.

Such a center would make it possible for the state to offer a broad scale identification, location and acquisition reference service. Through the center, Ohio libraries of all types could obtain needed reference resources. It would be expected that once the Ohio College Library Center is operational, formal links would be established with it and, through it, with Ohio institutions of higher education.

6. A state-wide rapid communication and delivery system linking all public libraries and state agencies with the State Library should be developed.

The development of such a rapid communication and delivery system is the sine qua non of an effective state-wide reference system.

7. The city circulation department should be discontinued.

As noted previously, this department serves essentially as a quasi-public library. This is not a proper function for a State Library and is properly the responsibility of the Columbus Public Library. The governmental service unit recommended earlier would be the appropriate substitute.

C. Changes in the Law Relating to the State Library:

An analysis of the State Library operations reveals that many programs are being carried on without benefit of permanent law and that others are based on inferences from limited existing statutory authority, or in budgetary authorizations contained in the biennial appropriations acts. For the most part, existing statutes, in creating the State Library Board and the State Library, deal specifically with the internal affairs and management of the library plant and do not, save for Ohio Revised Code, Secs. 3375.05 and 3375.47, empower the Library Board to establish or to administer an explicit overall public library development policy in which the State Library is expected to play a key role.

Without general legislative direction and support, the Board has been becalmed. Accordingly, the following recommendations are made with a view to strengthening the Board's role in furnishing leadership in state-wide library planning.

1. A broad statement of legislative policy should be set forth in statutory law regarding public library development

and the role of the State Library in connection with such development.

The lack of a general policy statement has had the effect of suspending the State Library Board between the need on the part of the Ohio library interests for state-wide leadership and the opportunities for such leadership afforded by federal library aid programs. A policy statement of this kind is also needed to give the state legislature a commitment of responsibility for library development. It is to be hoped that this would lead to a more realistic financial participation in such development by the state.

2. The State Library Board should be given broad statutory authority to develop standards for all levels of public library service and management including standards for professional certification of all public librarians.

Adoption of such standards by public libraries should be encouraged through an additional statutory authority of the Board to administer state and federal grants-in-aid to libraries in accordance with the standards.

3. The State Library should be designated in law as the agency which is responsible for providing supporting library service to all branches of the state

government, including advice and assistance to agencies operating their own libraries.

A provision of this kind in the law would give the Library and the institutional service proposed clear and unquestioned charge of leadership in library service development. Legislative sanction of this kind is imperative to assure the full effectiveness of the State Library.

4. Members of the State Library Board should be appointed by the Governor with the advice and consent of the Ohio Senate.

The transfer of the appointing power to the Governor from the Department of Education should have the effect of continuing the evolution of the Library as a self-contained and independent agency of the executive branch and of facilitating both a tie and a rapport with the chief executive of the state.

D. Services to Local Public Libraries:

One is the principal purposes of state action is to equalize educational opportunities without discouraging maximum interest and effort on the part of local governments. As indicated earlier in this report, there are at least two types of counties in Ohio where this equalization effort is needed: a large area in the southeastern part of the state, classified as Appalachia; and isolated counties in virtually every other part of the state. Following is a list of some of the services which would be found

useful in the libraries in both types of counties. Organizational solutions will be discussed later.

Materials: A major problem in the libraries in the less well-developed counties is the lack of adequate stocks of materials. Book stocks are often outdated and limited in coverage both of subjects of current interest and of various types of materials. Patrons of these libraries will benefit immediately by the provision of materials, processed and ready to be used, by the provision of "new book rooms" where librarians might inspect materials without having to commit their limited funds for purchases and similar services suggested by the following list:

a. Central ordering and processing.
b. Permanent additions of materials to local libraries.
c. Temporary additions of materials to local libraries.
d. Temporary addition of multiple copies of materials in great demand.
e. Supplying of back files of periodicals as need arises.
f. Supplying of audio-visual materials and necessary equipment for their use.
g. Supplying of government and/or United Nations publications of special local interest.

Lists and Catalogs: Lack of access to all types of lists and catalogs of materials currently available is often another limitation of the local situation. Despite the plethora of communications devices, it is still difficult for the librarians

who do not live in or near large population centers to keep up with what is available. Services such as the following will be helpful:

a. Aid in locating special materials requested at the local level but which cannot be identified.
b. Issuance of lists of materials on special topics of state or national current interest.
c. Issuance of lists of materials on topics of special interest to students or teachers.
d. Provision of discussion guides and other supplements to library materials.

Advisory Services: Perhaps the best received service of the Ohio State Library (and, probably, of virtually every other state library agency in the country) is the visit by an advisor who can be expected to supply technical advice based on proven experience and special training. Yet this service is plainly not given frequently enough to have much impact on the library service an individual may expect to receive from his local library. In addition, no one person can be expert in all aspects of library service, so this advice is necessarily somewhat lopsided depending on the experience of the advisor. If these services, such as those suggested below, were given by a staff consisting of persons with varied backgrounds, and were given frequently, the impact on local service to the library user would be increased:

a. Library administration.
b. Financial management.
c. Service programs for various age and interest groups.
d. Library technical services.
e. Building of collections.
f. Analysis of community needs.

Program Services: The current shortage of trained personnel in libraries combined with the financial limitations of many local libraries make it impossible for the residents of many communities to have the services of specialists in service to special age or interest groups. Some examples of personnel which could be shared for establishing and maintaining programs in local libraries are:

a. Children's librarians.
b. Specialists in use of audio-visual materials.
c. Reference librarians.

Auxiliary Services: In addition to services which might be channeled through local libraries to users, there are others which are primarily directed toward individuals, either persons employed in libraries or individuals who may benefit from direct library services but who do not live near library outlets:

a. In-service training programs for library personnel.
b. Bibliographic services tying the local library to a state-wide reference network.
c. Training programs for library trustees.

d. Publicity and public relations programs.
e. Bookmobile and other direct library services.

Regionalization: These services will be most efficiently and effectively offered through organizations large enough to realize the economies of scale. Further, experience in establishing new organizations to give services to libraries in a region (New York State, for example) as compared with attempting to add regional service responsibilities to existing organizations without close supervision by the state (Pennsylvania, for example) suggests very strongly that the former method is more effective. It appears to evoke regional rather than local attitudes toward need for service more easily; it appears to attract more and better qualified professional leadership than the latter. The regional rather than a county by county approach to the matter will make it possible to base the services on a relatively large number of persons and a relatively large area. Thus, the scope of responsibility should be sufficient to attract professional persons of first rank. Many of the counties for which these services are proposed are quite small in all respects and cannot hope in the future to provide both the financial and program attractions necessary to compete in the state or national market for scarce personnel.

1. It is recommended that programs of service incorporating activities such as those

enumerated above be established by one of two means. First, in areas such as the southeastern part of the state, locally controlled, state-financed area library service systems should be established. Second, contracts with existing strong libraries, normally large public libraries, should be arranged to supply services to isolated counties in need of equalization.

Area Library Service Systems: The purpose of these organizations will be to provide a vehicle for equalization of access to minimum library and information services in large areas financially incapable of supplying such minimums on local resources alone.

Organization: An organization meeting of trustees in a region may be called either by two or more local public library boards acting jointly or by the State Librarian. If a majority of local library trustees attending such a meeting agree to form an area library service system, trustees of the new organization will be elected by vote of all local library trustees in the area. The State Librarian shall establish procedures for holding elections and for calling organizational meetings of trustees so elected.

Board: The question of whether board members may be local library trustees should be examined by legal counsel. The board should consist of not less than seven nor more than nine members,

the first trustees elected to serve staggered terms of office. The term of office following initial terms should be either three or five years and no person should serve more than two consecutive terms.

Duties of the Board: The board will organize the service system, select a chief administrator (head librarian) suitably qualified according to state certification regulations, formulate policy and plan resources and services, operating in concert with boards of trustees in the area. The primary evidence of these activities will be a plan of action to be submitted for approval to the State Librarian and then for approval by the State Library Board. Allocation of funds will follow approval of this plan.

Contracts with Large Public Libraries: A contract for rendering area system-type service to isolated counties incapable of supporting library service of minimum acceptable quality may be substituted for the area library service system concept.

Local Reactions: Methods for eliciting local reactions and suggestions for service programs should be provided in those counties where these services are carried out by contract with existing libraries. Intensive field work by State Library representatives in those areas is one method; the formation of county library or friends of library councils may be another. To a considerable extent, gaining the feedback suggested here will be a matter of trial and error. However, it cannot be neglected.

Financing: State appropriations (including portions of federal funds received by the State Library and allocated to this purpose) should be divided into two primary types of grants: organizational or establishment grants and continuing support grants. In order to determine the sums needed for annual support the following formula is recommended, to be calculated separately for each county in the region:

$$X = (\$3.00 - A)BC$$

Where: X = The annual state grant for operations.

A = The average amount of money per capita paid for local library support, excluding capital expenditures, out of local funds including the intangibles tax and any operating levy, for the past three years.

B = The percentage of local situs intangibles tax allocated to public library support.

C = The population of the county, estimated by the Ohio Development Department, Economic Research Division.

The resulting sum would then become the support grant for the regional library. Materials and services could be allocated in a similar manner, after provision had been made for the supporting organization needed. However, the board of trustees should be free to develop a plan for another method of distribution of funds, such plan to be approved by the State Library Board. Appeals based on equity of treatment by local library boards or other groups should be heard by the Ohio State Library Board. The figure of $3.00 is recommended here as a reasonable

"floor" to support for local library service.

County Library Council: A council of local public library trustees should determine the number of persons residing in the primary service area of each local public library. The State Librarian acting on the approval of the State Library Board should have authority to make that determination should a council not be created or where it cannot reach final decisions.

II. Recommendations with Respect to Personnel:

A. The State Library's methods of collecting data respecting personnel and of analysing it and publishing the results should be the subject of intensive and immediate study and improvement.

An earlier recommendation described the need to improve data gathering and analysis generally. In a sense, this recommendation only reinforces that earlier one. However, there is a special urgency in gaining a firm control over data in the area of personnel. First, this is essential so that trends may be noted in personnel supply and adequate forecasts prepared. Second, since personnel accounts for so large a proportion of the operating budget, major management problems in libraries may be disclosed by thoughtful and consistent analysis of personnel data over a period of time.

B. The State Librarian should take leadership in developing methods of efficient utilization of personnel. This leadership should take the

form of research and sponsorship of experimental programs.

Examination of the utilization of librarians in public libraries both through direct observation and through examination of the percentage distribution of budgets leads one to the conclusion first that radical changes in employment of professional librarians in public libraries (and perhaps all libraries) is an immediate need in order to control expenditures for personnel, to make the profession attractive to outstanding young people and to adapt to the pressures of a personnel supply which is inadequate for all professions today. Second, it appears that a number of medium-sized public libraries are headed by persons who will need to be replaced because of normal attrition in the coming decade. Their replacements may appear from the ranks of middle management in the large public libraries, from recruitment from other states and from the ranks of persons only partially prepared. However, conscious development of leadership within Ohio will be required if these critical positions are to be filled to best advantage.

C. The State Librarian should take leadership in establishing programs of in-service training for personnel at various levels in libraries. Mid-career training for librarians who are assuming leadership positions; refresher programs for persons at the peaks of their careers are required, but it is equally necessary to

provide in-service training programs for library technicians and clerks.

Maximum utilization of personnel will be required of all institutions in the coming years. Such usage will require both the development of attitudes of acceptance toward continuing education and development of training programs at all levels. Of course, the State Librarian should work with individuals and institutions already engaged in training librarians, but he should also look to university extension agencies, community colleges and all other institutions which are prepared to assist him. It will also be wise to involve persons from the various academic disciplines in these programs if they are to be of greatest value to the individual, the profession and the various institutions.

Attention should be given to the need for maximum development and utilization of State Library personnel. Imaginative programs for the further development of State Library staff members should be developed. Policies on out of state travel and participation in out of state conferences and workshops must be changed if Ohio is to fully develop its present State Library personnel and if it is to be successful in recruiting capable people to the State Library staff.

D. Facilities for the training of professional librarians should be increased, so as to increase the supply of persons with both the M.S. and Ph.D. degrees.

While the data for the personnel section of this report are in certain ways very limited, it is nonetheless clear that the supply of librarians in Ohio is falling behind that of the nation. If Ohio is to develop its overall potential rapidly, this situation cannot be tolerated for long. The increasing dependence of education, industry and government on information supply calls for personnel trained in the techniques of librarianship. At the same time, research in librarianship is needed. Production of increased numbers of persons skilled in research should be a major aim of a program designed to increase the supply of skilled persons generally.

E. A program of recruitment should be instituted by the State Librarian.

If working conditions are good and if programs are inspiring, a program of recruitment of young persons to librarianship will be successful. Thus, recruitment of itself is not of first priority in personnel management, but it is essential that it be a part of a total program. The central position of the State Library suggests it as the focal point for recruitment.

F. The total number of positions for professionally trained librarians should be increased in Ohio through vigorous programs designed to point up the need for such persons in schools, colleges and universities, public libraries and businesses and industries employing special librarians.

While it is entirely possible that professionally trained librarians are being misused in the sense that they do not always carry out duties requiring the degree of academic training they have received, still the total number of positions in all types of libraries appears to be declining with respect to their potential audiences. The exception to this rule occurs in the public schools, where a definite compromise with normal educational requirements for librarianship has been made. Looking to the long-run future, and to Ohio's potential industrial and business development, and to the expanding need for higher education, it is imperative that an adequate supply of positions be maintained to staff this part of the information industry.

III. Recommendations with Respect to Governance:

A. The Ohio State Library Board should move immediately to establish means for determining the long-range basis of financial support for public libraries. One approach which could be undertaken immediately is to establish a study group involving the Board, the OLA-OLTA, and representatives of the executive and legislative branches of government.

The area library resource centers represent a move toward one fundamental financial issue: equalization. However, there

are other serious problems of finance to be met during the next several years. Questions of equity of distribution and of the potential adequacy of the present intangibles tax to support future growth of libraries are regarded as pressing. However, the members of this survey team have sensed among librarians both considerable distress over the present method of support (the intangibles tax, despite other possible alternatives, is THE base) and a distinct lack of consensus over even questioning that method. It is probable that challenges from groups outside librarianship will increase in intensity and frequency. It is incumbent on the Ohio State Library Board to begin what most surely will be a difficult process: that of developing an acceptable, reasonable base of future support which will provide for solution of present problems as well as providing for future growth. Cooperative efforts here are essential to permit all the possible problem areas to be discerned and to gain some workable consensus on solutions.

B. Recommendations to the legislature with respect to the area library service centers should contain the following general provisions:

1. A statement of intentions or objectives.
2. An outline of criteria to be followed in the distribution of funds which, at the same time, will provide for maximum flexibility as conditions change.

3. A grant of authority to the Ohio State Library to permit rapid organization of the units, operation according to a plan to be approved by the Ohio State Library Board, periodic reporting in accordance with that Board's needs, and reasonable regulation or direction.

The present state aid law contains no statement of legislative intent, and is open to regulation on all counts by the State Library Board. That is a more acceptable method of operating when the total sums of money involved are small than when they are large. No change is proposed with respect to existing aid. In the case of the recommended area library service centers, however, the sums of money will run into several million dollars annually. Furthermore, this program is recommended primarily as an effort toward equalization. For these reasons, it will be wise to propose to the legislature that it state its intention with respect to these larger sums and, at the same time, that it afford the State Library Board the flexibility and authority which will be required if an experimental attitude toward the proposed units is to be maintained. While these units are conceived of as locally generated, it will be wise to permit their creation by State Library Board initiative also.

C. The State Library should provide leadership in the matter of equitable distribution of income

from the intangibles tax among libraries within counties. To make this leadership possible, the legislature should grant authority to the State Library Board to:

1. Set definitions and standards of service and other guidelines to such distribution, these to provide for uneven distribution where appropriate reasons or plans are submitted.
2. Serve as a body to which appeals on the basis of equity of treatment might be brought by local library boards of trustees.

One of the patent inequities in the financing of public library services in Ohio is that which arises from unaccountable differences in financial levels among communities in the same county. These inequities have grown up as a result of the lack of statutory or other standards and guides to distribution. The logical authority to define what is meant by the term "public library service" and to set standards of service or make other pronouncements which may be useful to the county budget commissions is the State Library Board.

D. The State Library Board should formulate a policy with respect to the length of tenure in office it deems suitable for library

trustees. This policy should be publicized for the guidance of local library boards through the regular methods of offering advice already in effect.

If general agreement can be reached, the regularization of term of office for trustees at either four or seven years is advised. Limits on number of terms could then become a matter of advice, but not a matter for the statutes. There is no intention to criticize present members of boards of library trustees here. Rather, the effort is to gain the benefit of injection of new ideas and energies into the institutions while at the same time providing a considerable degree of continuity. Of course, present members of boards may be exempted from this rule. However, it would be to the general advantage of public libraries to "graduate" periodically several persons into the citizenry who are sympathetic to the aims of libraries and who are knowledgable as to the problems and prospects of library service.

E. Efforts should be made to establish or enhance existing close relationships between public library boards of trustees, the State Library Board and librarians on the one hand and municipal and school officials on the other.

This recommendation stands not as a prescription but more as a directional sign. The public library is a part of government; it is one of the many institutions created in a democratic society which all together have as their concern the general welfare of the citizenry. As such, the public library's long-

term health is dependent upon the ability of the various institutions to work together as a system rather than as a group of unintegrated parts. One of the first impressions one receives upon coming into Ohio to look at its public libraries is of a lack of communication between librarians and trustees, on the one hand, and elected or other officials on the other. Tensions among organizations are to a degree healthy; lack of understanding is not.

IV. Recommendations with Respect to Communications:

A. An office for public information should be established in the State Library. The staff of this office should have assess to professional public relations counsel on a contractual basis.

The responsibilities of this unit should encompass programs of public reporting and staff communications for the State Library. However, its primary work should be in development of coordinated state-wide programs of acquainting the public with the opportunities offered to them through library services. The expertise of the permanent staff should be augmented on a consulting basis with commercial public relations counsel.

B. Advisory services should be made available to local libraries to enable them to develop more effective publicity and public relations programs.

In view of the considerable sum of money now being spent on public library services in Ohio, it is reasonable to attempt to insure that knowledge of the services available be made freely available. Librarians and board members have generally neglected this aspect of their responsibilities, perhaps with the thought that it is unseemly for a professional person administering a public service to advertise. Selective, dignified programs of publicity should rather be regarded as part of each public agency's responsibility to report its stewardship to the public. Without such programs, public reporting is, to say the least, incomplete.

Whether this advisory service is offered through the organization of a staff department in the State Library or by contract with another agency is relatively unimportant and should be the subject of administrative determination. It may be pointed out that, while contract services are sometimes rather expensive, they do not burden the organization with permanent staff.

C. <u>An Ohio Library Public Relations Council should be formed to assist the State Library staff in developing state-wide communications programs relating to public library service</u>.

This recommendation might be carried out in cooperation and perhaps on contract with the Ohio Library Foundation. Members of the Council should be chosen from among public library public relations practitioners in Ohio. The Council's

work should be funded from the State Library budget. There are at present several full-time public relations persons employed in Ohio's libraries and it may be assumed that others will be employed.

D. The Ohio State Library Board, in the development and implementation of standards and regulations should encourage public libraries to carry out public relations programs as part of their normal activities.

Various occasions and devices, as for example National Library Week, will afford occasions for public relations programs. However, such programs should be considered as a normal responsibility of local libraries just as much as are offering service for a minimum number of hours per week, purchasing a minimum number of titles per year and other activities.

E. In his administration of LSCA grants, the State Librarian should encourage public library trustees and librarians to form regional library development councils paralleling the eight development regions set forth by the Ohio Development Department.

In the report quoted in the Introduction, the Development Department has defined eight regions based on "...an analysis of state characteristics, including topography, natural resources, population, economy, transportation and communication." In each of these regions, a regional planning and development commission

is to be formed. Establishing and maintaining contact with these commissions will be of great importance. Active participation by trustees and librarians in the planning process carried out by these commissions is a highly desirable goal and presents an opportunity to establish communication links with local governments. It would be preferable to seek active partnership in this effort soon rather than late.

There are already certain existing regional councils existing among librarians. Examples are the Southwestern Ohio Rural Libraries (SWORL), the Miami Valley Librarians and the Greater Cleveland Administrators groups. These councils provide means for communication among librarians and trustees. The present recommendation is that these groups either reform around the Development Department's regions and enlarge their purposes or that new organizations be developed if the first approach is not found acceptable.

F. <u>A joint statement by the State Library and the Department of Education should be formulated on the responsibilities of public and school libraries</u>.

The responsibilities of public library boards and school boards should be spelled out as well as the relationships which might exist between them for providing library services to students. This statement should be given the force of the offices of the State Librarian and the State Superintendent of Instruction.

The OLA and OLTA should actively support the Ohio Association of School Librarians in its recommendation for the establishment of a school library consultant position at an appropriate level and status in the State Department of Education. This consultant should have the responsibility for planning and directing a statewide school library development program which will support effectively the curriculum and instructional program in Ohio schools.

V. Recommendations with Respect to the Ohio Library Association and Ohio Library Trustee Association:

A. It is recommended that the State Librarian establish a policy with respect to participation of the staff of the Library in the affairs of OLA-OLTA.

This policy should cover such subjects as what offices or committee positions State Library staff might reasonable hold, the length of time for which they might perform certain duties in or for the Associations, and similar matters. It is not the intention of the surveyor to suggest that such a policy should be firm and fixed for all time. It is his opinion, however, that the policy should be rather restrictive.

B. It is recommended that the State Librarian seek to have a joint committee appointed with OLA-OLTA whose purpose it would be to recommend guidelines covering areas of mutual interest and of separate interest.

As noted earlier, it is helpful for the State Library and the professional groups to operate with a considerable degree

of agreement on most major issues. However, it is also essential that each have freedom to disagree with the other and to take separate courses if deep convictions dictate separation. While there are no clear lines to be drawn, it should be possible to forward the process of separation (already begun with the appointment of an OLA-OLTA Executive Director). As with the policy suggested above, this guideline will be subject to change periodically.

Chapter IX
Estimate of Costs

The present estimates of costs are made upon certain calculation in some detail in the case of the area library service centers and area library-type services and upon certain very rough guesses in the case of the figures for the activation of a state-wide reference network. These figures, in short, are solely for the purpose of locating the target rather than for taking careful aim. They must be regarded as primarily, therefore, for discussion purposes. Later refinements will be made.

Estimated cost of participation in a state-wide inter-library loan network by the eight largest public libraries is based on the payment of an "on-line" sum to each of those libraries. Quite arbitrarily, this cost is set at $50,000 per library. Such cost may or may not elicit active participation by those libraries. The collections they have built up represent, normally, both large cumulative expenditures on materials and large expenditures of the time of staff members whose education and experience could not be replaced. Part of the consideration here is for permitting that existing resource to be used, part is for helping the libraries maintain their collections through addition of current materials. Reactions to this proposal have not yet been elicited from the librarians and boards of trustees involved, except in the most general terms.

Purpose	Estimated Annual Cost
Area Library Service Centers and Area Library-Type Services (on contract) at $3.00 per capita minimum	$4,110,000.
State-wide Resource Network	
A. "On-line" payments.	400,000.
B. Communications system establishment and maintenance	100,000.
State Library Support	
A. Existing Headquarters	360,000.
B. Expanded Services	350,000.
C. Research and Development	300,000.
D. Establishment Grants	250,000.
Total Estimated Annual Cost	$5,870,000.

These cost estimates are advanced upon two major assumptions: First, that the program recommended will be considered as a first phase, to be evaluated and possibly modified soon after the area library service centers and allied programs are put into effect; and, second, that the entire program is financed and operational within three years. The total cost estimated here is a third-year cost, given these assumptions. Ohio could benefit from and afford a much larger program than is recommended here. However, given the present condition of the State Library and in consideration of the impact of the

several recommendations on the Library, it is the opinion of the surveyor that these sums could be administered intelligently but that substantially larger sums could not be.